

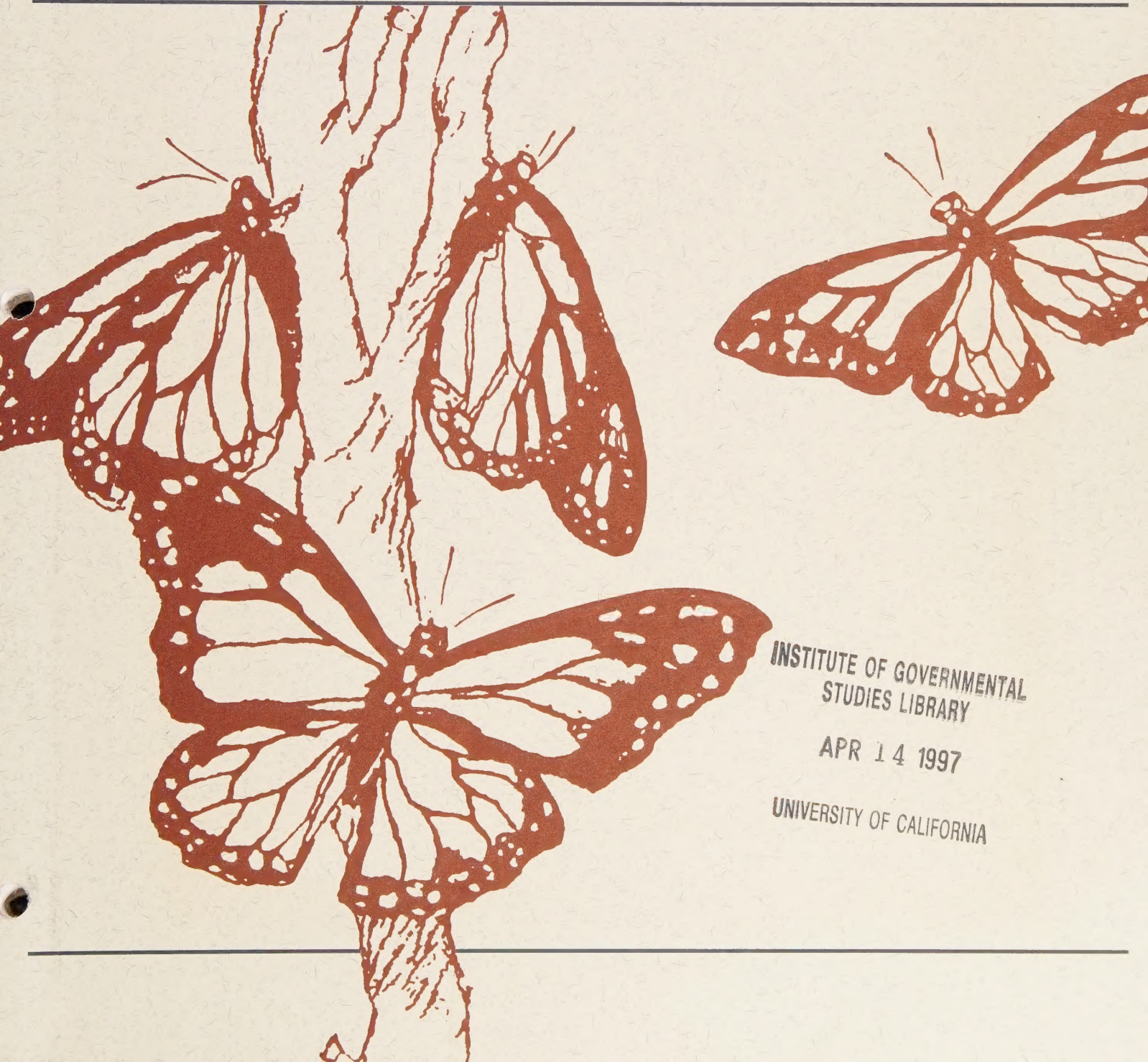
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# CITY OF PACIFIC GROVE GENERAL PLAN

❖ OCTOBER 1994 ❖

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# CITY OF PACIFIC GROVE GENERAL PLAN

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# Acknowledgments

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# 1 Introduction

This is the 1994 Pacific Grove General Plan. It supersedes the City's 1973 General Plan and any and all elements of the General Plan subsequently adopted, except for the Local Coastal Program Land Use Plan (LUP) which was adopted by the City on June 7, 1989. The LUP, while adopted and published as a separate document, is an element of this General Plan.

## 1.1 AREA COVERED BY THE PLAN

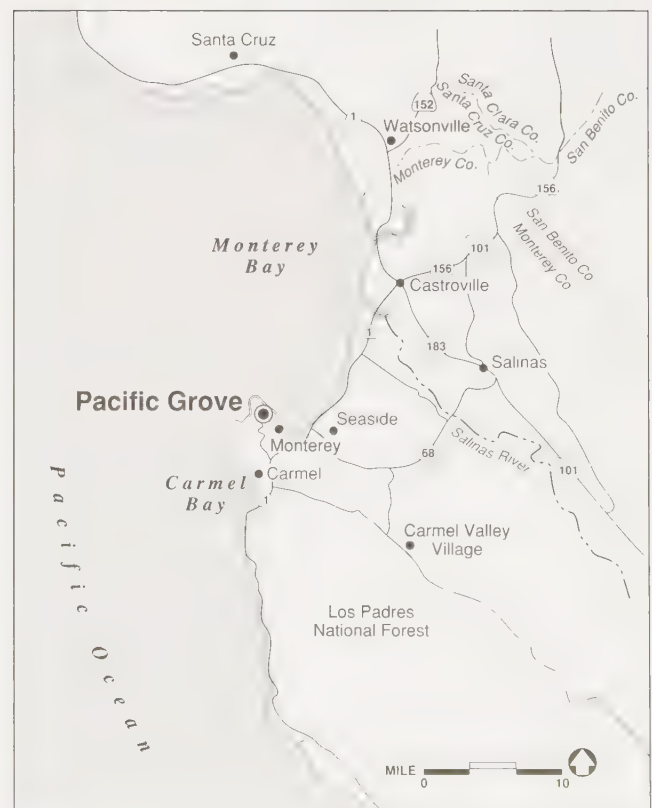
The Pacific Grove General Plan is a comprehensive, integrated, and internally consistent statement of Pacific Grove's development policies for the city and its Sphere of Influence. ("Sphere of Influence" means "the probable ultimate physical boundaries and service area of a city or district as approved by the Local Agency Formation Commission of the County.") In preparing background material for the Plan, the City considered existing conditions and trends within a larger "Planning Area" that includes unincorporated areas south of the city and portions of the City of Monterey. (Figure 1-2 is a map of the Planning Area, showing the city limits and the boundaries of the Sphere of Influence.)

All Planning Area lands outside of the city limits of Pacific Grove, including those within the Sphere of Influence, are regulated by the Monterey County or City General Plan and the County's or City's Zoning Ordinance. Nevertheless, the City of Pacific Grove is concerned about the growth of these areas and their impact on Pacific Grove residences and businesses. The northern part of Del Monte Forest especially has strong economic and social ties to Pacific Grove. The area is part of the Pacific Grove Unified School District, and residents of the area do much of their convenience shopping in Pacific Grove. Two of the five gates to Del Monte Forest open onto Pacific Grove streets. Thus, the City's main concerns about the Planning Area within Del Monte Forest relate to traffic (addressed in Transportation, Chapter 4 of this General Plan) and to providing public facilities and services including libraries, parks, and recreation facilities and

programs (addressed in Chapters 5 and 9). The portions of the City of Monterey within the Planning Area are located near David Avenue and Prescott Lane, including the Presidio of Monterey. The Central Avenue and Prescott Lane gateways link Pacific Grove and Monterey. Thus, traffic is the City's primary concern in the Planning Area within Monterey.

State law permits the City to plan for areas outside of its immediate jurisdiction, if those areas have a direct relationship to the City's planning needs. Pacific Grove will work with the County and City of Monterey to encourage County and City of Monterey land use decisions within the Pacific Grove Sphere of Influence and the Planning Area that are compatible with this General Plan.

**Figure 1-1**  
**Pacific Grove's Regional Location**



## 1.2 WHAT IS THE GENERAL PLAN?

The General Plan responds to, and its authority derives from, the California Government Code, Section 65302. It is the principal policy document for guiding future conservation and development of the city. It represents an agreement among the citizens of Pacific Grove on basic community values, ideals, and aspirations to govern a shared environment. The Plan has a long-term horizon, addressing an approximately 15-year time frame. Yet it brings a deliberate, overall direction to the day-to-day decisions of the city council, its commissions, and City staff. The Plan—

- Expresses the desires of Pacific Grove residents in regard to the physical, social, economic, cultural, and environmental character of the city;
- Serves as a comprehensive, day-to-day guide for making decisions about land use, economic development, road improvements, and protecting natural resources and the public health and safety;
- Defines a realistic vision of what the city intends to be in 15 years;
- Charts the course of conservation and development that will determine the future character of Pacific Grove;
- Serves as the City's "constitution" for land use and community development (all zoning, subdivision, and public facilities ordinances, decisions, and projects must be consistent with the General Plan).

## 1.3 ORGANIZATION OF THE PLAN

State law requires cities to prepare General Plans covering at least seven subjects—land use, circulation (transportation), housing, open space, conservation, noise, and safety. General Plans may also address any other subjects which, in the judgment of the legislative body, relate to the physical development of the city (Government Code §65303).

The Plan is made up of a text, diagrams, and other illustrations. The text is arranged in chapters. Figure 1-3 at the end of this chapter shows the relationship of the Pacific Grove General Plan chapters to the seven elements and the subordinate issues that State law requires to be addressed.

Starting with Chapter 2, each chapter begins with a description of existing conditions or a discussion of problems or both. Desired future conditions are stated in the form of *goals, policies, and programs* which are the essence of the Plan.

### 1.3.1 Maps and Diagrams

Accompanying this text as an integral part of the General Plan is the official Land Use Map. The map is drawn at a scale of one inch to 400 feet on a 1992 base map. Maximum allowable population densities and building intensities are presented in Chapter 2, Land Use, for the categories shown on the Land Use Map.

A separate Circulation Map appears as Figure 4-2 in Chapter 4, Transportation. This map shows the existing and proposed street system, with streets categorized according to their function as local streets, collectors, or arterials.

### 1.3.2 What Is Adopted

All of the text in Chapters 1 through 11 is adopted, including historical and physical background. These statements are all a part of the General Plan. Figure 1-2, the Land Use Map, the maps in the transportation chapter, and the noise contour map in Chapter 10 are adopted. All other maps and graphic illustrations and their captions, unless otherwise specified in the related text and their titles, are illustrative or provide basic information, and are not adopted as statements of policy.



Entering Pacific Grove





### 1.3.3 Goals, Policies, and Programs

Goals are long-range in nature; policies and programs are intermediate or short-range. *Goal*, *policy*, and *program* are defined below, printed with the numbering system and typeface used in Chapters 2 through 10.

<b>GOAL</b> <b>1</b>	<b>A general, overall, and ultimate purpose, aim, or end toward which the City will direct effort.</b>
<b>POLICY 1</b>	<b>A specific statement of principle or of guiding actions which implies clear commitment but is not mandatory. A general direction that the City elects to follow, in order to meet its goals.</b>
<b>Program A</b>	An action, activity, or strategy carried out in response to adopted policy to achieve a specific goal.

Sources for policies and programs are indicated by parenthetical notations:

- Direct State mandate (SM);
- Local Coastal Program Land Use Plan (LUP).

Language that is needed to further explain a particular goal, policy, or program immediately follows it. Clarifying language has the same force or obligation as the policy or program it explains.

In summary, goals determine *what* should be done, and *where*. Policies and programs establish *who* will carry out the goals, *how*, and *when*. Together they will determine the nature of the environment and the future character of Pacific Grove. Explanatory text leads up to and follows the goals, policies, and programs.

The reader is directed to the specific goals, policies, and programs in each chapter. The major themes of the Plan are paraphrased and summarized, below.

**Chapter 2, Land Use.** Preserve and enhance the character of Pacific Grove while accommodating suitable new development. Maintain the city's residential character and the scale of its neighborhoods. Enhance the attractiveness and viability of existing commercial areas. Upgrade the appearance of Downtown, and other commercial areas, retaining and emphasizing the historical styles.

**Chapter 3, Housing.** Maintain, improve, and rehabilitate the city's existing housing. Promote a balance of housing types, densities, and cost ranges for all economic segments of the population. Designate sufficient land for residential use at densities appropriate to meet local and regional housing needs. Encourage energy efficiency in both new and existing housing.

**Chapter 4, Transportation.** Provide safe and efficient transportation facilities for moving people and goods within Pacific Grove. Do everything possible to reduce negative impacts of local and regional traffic on Pacific Grove and its neighborhoods. Make it easier to move around Pacific Grove without having to use a car. Provide safe, paved, bicycle and pedestrian paths to schools, shopping areas, recreation facilities, and open space areas. Improve traffic safety for motorists, bicyclists, and pedestrians. Assure adequate transit service in Pacific Grove (*e.g.*, bus, special shuttles, airport limousine) as alternatives to the auto.

**Chapter 5, Parks and Recreation.** Provide active and passive park and recreation facilities and programs for people of all age groups and capabilities.

**Chapter 6, Natural Resources.** Comprehensively manage Pacific Grove's natural vegetation, tree canopy, and wildlife habitat. Promote tree planting. Protect the city's coastal and biological resources. Preserve and enhance public visual access to the ocean. Protect the area's groundwater. Protect endangered species.

**Chapter 7, Historic and Archaeological Resources.** Nurture a greater awareness of and sensitivity toward Pacific Grove's historic and archaeological heritage. Identify, protect, and preserve the structures of Pacific Grove's cultural and architectural history, including its many buildings of Victorian styles and other late nineteenth and early twentieth century architecture. Protect archaeological sites consistent with State and federal regulations.

**Chapter 8, Urban Structure and Design.** Preserve, enhance, and strengthen Pacific Grove's livable and attractive environment, its community identity, and its special "sense of place." Enhance the relationship between the City, the Pacific Ocean and Monterey Bay. Develop, maintain, and enhance the City's landscape, streetscape, and identifiable community characteristics. Improve the visual environment by improving signing and continuing undergrounding of overhead wires.

**Chapter 9, Public Facilities.** Provide water to meet the needs of existing and future development, assuring adequate fire-flow rates. Promote water conservation. Main-

tain adequate sewage collection and disposal services. Accommodate storm water runoff and protect property from flooding. Promote the recovery of reusable water from the storm drainage system.

Collect and dispose of solid waste while reducing the amount of waste generated.

Develop a Civic Center plan. Provide for library and museum needs. See to the siting of public facilities to promote public convenience while protecting surrounding development from negative impacts.

**Chapter 10, Health and Safety.** Do what the City can, within reason, to protect the community from injury, loss of life, and property damage resulting from natural disasters and hazardous conditions. Increase public awareness of potential danger from flooding, seismic activity, landslide, fire, and other natural hazards, and of methods to avoid or mitigate their effects. Protect Pacific Grove from accidental exposure to hazardous materials. Provide aid in the event of natural or man-made disasters. Protect people and property from fire and crime. Protect Pacific Grove from the harmful effects of excessive noise.

## 1.4 GLOSSARY

Chapter 11 is a glossary of terms. It is provided to assist the reader in understanding the Plan and to ensure that the terms used in the Plan are clearly defined to establish intent and to prevent misinterpretation. The glossary will be compared to the definitions in the City's Zoning Ordinance so that any conflicts may be promptly remedied at the time of Plan adoption, or soon thereafter.

## 1.5 TECHNICAL APPENDIX

A separate Technical Appendix contains background material used in preparing the General Plan, including a Background Report first published in February 1988 and republished in August 1991, and the Draft and Final Environmental Impact Reports. The Background Report helped the City identify which planning issues to address in the General Plan and provided the foundation for formulating the Plan's goals, policies, and programs.

The Technical Appendix, while important to a thorough understanding of the General Plan process, is not adopted as policy by the City, nor is it essential to the day-to-day use and implementation of the Plan. Anyone wishing to review the Technical Appendix may do so at the offices of the Community Development Department.

## 1.6 THE GENERAL PLAN PROCESS

In 1986, the City decided to consolidate and update its General Plan to provide public decision-makers and private developers with clearer and more effective policy guidance. The eight-year process to prepare the Plan began with the hiring of a multi-disciplinary consulting team late in 1986 and culminated in the adoption of a new Plan in 1994. Highlights of that process include:

- *Appointment by the city council of a General Plan Committee consisting of two councilmembers and two planning commissioners.* This "steering committee" met during the entire process of preparing the Plan to review progress and provide guidance to the staff and consultants.
- *Consultant preparation of a detailed Background Report published in February 1988.* The report, which describes existing conditions and planning opportunities, was updated and republished in August 1991.
- *First General Plan workshop, February 1988.*
- *Consultant preparation of an Issues and Options Report in March 1989.* Based largely on the Background Report, this report identified the 28 most critical issues to be addressed in updating the General Plan.
- *Review of the Issues and Options Report at three community workshops in April and May 1989.*
- *Seven public hearings before the planning commission on the Issues and Options Report in fall 1989.*
- *Three planning commission meetings to deliberate recommendations to the city council on the Issues and Options Report in January and February 1990.*
- *Four public hearings before the city council on the Issues and Options Report during March through May 1990.*
- *Four city council special meetings in July and August 1990 to provide initial policy guidance with respect to the issues raised in the Options Report.*
- *Consultant preparation in July 1991 of a Policy Document comprised of goals, policies, implementation programs, and diagrams.*
- *Publication and distribution of a complete draft of the Plan in August 1992.*
- *An Informational Workshop for the public on the Draft General Plan in September 1992.*



- *Four public hearings held jointly before the city council and the planning commission on the Draft General Plan between September and December 1992.*
- *Eight deliberations by the planning commission on the Draft General Plan between June and September 1993.*
- *A public hearing in November 1993 before the city council on the Draft General Plan as recommended by the planning commission.*
- *Thirty special meetings of the city council between November 1993 and August 1994 to deliberate the Draft General Plan as recommended by the planning commission.*

The result of this effort is a new General Plan built upon the ideas of Pacific Grove's citizens. It is a guide in text and maps to opportunities and conditions for conservation and development of the city and its resources, based on an optimal balance among the social, environmental, and economic needs of—and costs to—the community.

## 1.7 ADMINISTERING THE GENERAL PLAN

It is the intent of the city council to implement this General Plan by establishing annual planning goals based on the Plan, developing implementing ordinances and regulations, and providing the requisite staff resources. The city council is also mindful that its intention to implement this General Plan is based on the availability of funding and that some goals, policies, and programs might not be achieved if funds are unavailable.

Once adopted, the General Plan does not remain static. As time goes on, the City may determine that it is necessary to revise portions of the text or add policies or programs to reflect changing circumstances or philosophy.

State law provides direction on how cities can maintain the General Plan as a contemporary policy guide: it requires each planning department to report annually to the city council on "the status of the plan and progress in its implementation" (§65400[b]). The city council may respond to the planning department review by setting goals for the coming year. In addition, the City should comprehensively review the Plan every five years to determine whether or not it is still in step with community values and conditions.

## 1.8 AMENDING THE PLAN

State law permits General Plan amendments up to four times per year per mandatory element (Government Code §65358[b]). In practice, most amendments propose a change in the land use designation of a particular property. Any citizen wishing to amend the General Plan should follow the procedure outlined below. (More detailed information on processing and timing is available from the Community Development Department.)

1. Prior to filing an official application for a General Plan amendment, the prospective applicant or his or her agent should discuss the proposed amendment with the City's Community Development Department staff. This gives the applicant a first-hand opportunity to find out the details of the amendment process as well as any concerns the City may have about the proposed changes.
2. Should the applicant decide to proceed with an amendment, the next step is to file an official application with the Community Development Department and pay the required processing fees.

*All* applications requesting a change in land use designation must be accompanied by a development plan of sufficient detail to ascertain the potential impacts of the proposed project on the site and the surrounding area. What constitutes "sufficient detail" is determined by the Community Development Director on a case-by-case basis.

Environmental review in accordance with the provisions of the California Environmental Quality Act (CEQA) will be required of every General Plan amendment.

3. Once an application is submitted, it will be placed on an agenda for public hearing before the City's planning commission according to the schedule established by the planning commission for General Plan amendments. Prior to the planning commission hearing, the City, in accordance with State Government Code, will provide notice to the public of the hearing date and the item to be discussed. For an individual amendment, this typically involves a legal notice in the designated local newspaper and a notice mailed to all property owners within 300 feet of the subject property. (When major amendments are proposed that affect the entire community, such as this comprehensive update of the Plan, State law provides for alternative methods of notification that do not require individual notices to be mailed to all property owners.)



4. Community Development Department staff will prepare a report to the planning commission for the public hearing, describing in detail the proposed amendment, any environmental or other impacts that may result, and comments from other City departments or affected governmental agencies. The staff also will state whether the commission should recommend the amendment to the city council for approval or denial. The staff report is sent to the commission and the applicant. The staff report, comments from the applicant, and other public testimony become factors in the commission's action.
5. The planning commission recommendation is reported to the city council. The council holds a public hearing and acts on the proposed amendment.

Good planning practice suggests that any decision on a General Plan amendment must be supported by findings of fact. These findings are the rationale for making a decision to either approve or deny a project. At least the following standard findings should be made for each General Plan amendment:

- The proposed amendment is deemed to be in the public interest.
- The proposed General Plan amendment is consistent and compatible with the rest of the General Plan and any implementation programs that may be affected.
- The potential impacts of the proposed amendment have been assessed and have been determined not to be detrimental to the public health, safety, or welfare.
- The proposed amendment has been processed in accordance with the applicable provisions of the California Government Code and the California Environmental Quality Act (CEQA).

City-initiated amendments, as well as amendments requested by other public agencies, are subject to the same basic process and requirements described above to insure consistency and compatibility with the Plan. This includes appropriate environmental review, public notice, and public hearings leading to an official action by council resolution.

## 1.9 RELATION TO OTHER DOCUMENTS

The City regulates the use of property within its jurisdiction through the General Plan and zoning, subdivi-

vision, and building regulations for the purpose of promoting the health, safety, and welfare of the public. The General Plan is a legal document, adopted by the city council, which bears on development and redevelopment in the city. Other legal documents are also adopted by the city council and affect development in the city. They include the Local Coastal Program Land Use Plan (LUP), the Zoning Ordinance, the Subdivision Ordinance, and building regulations. The General Plan is at the apex of all of these land use regulations. Following adoption of the General Plan, any regulations in the zoning, subdivision, building, and other ordinances that are not consistent with the Plan will be amended to insure consistency.

*The Local Coastal Program Land Use Plan (LUP)* is required under the provisions of the California Coastal Act of 1976, as amended, for all areas within the state's coastal zone. The LUP for Pacific Grove was adopted by the city council on June 7, 1989, as an element of the City's General Plan. Although every attempt has been made to assure consistency between the LUP and the chapters of the General Plan, in the event of conflict, the LUP takes precedence over the General Plan within the coastal zone.

*The Zoning Ordinance* is one of the many programs that implement the General Plan. It is more detailed than the Plan and regulates development lot-by-lot, based on the General Plan's goals, policies, and Land Use Map. The Zoning Ordinance divides the city into districts, or zones, that specify allowable uses for real property, and size restrictions for buildings within these districts.

*The Subdivision Ordinance* regulates and controls the design and improvement of subdivisions, including condominiums, and establishes requirements for tentative and final maps.

The General Plan is organized to fit Pacific Grove and the way the City conducts its review and approval of land use and development. The organization of the Plan does not always correspond with the way that State law sets forth the requirements for elements of General Plans. The following table, Figure 1-3, shows the relationship of the chapters in this General Plan to the requirements in the State-mandated elements.

**Figure 1-3**  
**Relation of General Plan Chapters to State-mandated Elements**

Mandated Elements		General Plan	
		Chapter	Pages
<b>Land Use Element</b>	Distribution of:		
	Housing, Business, Industry	2	11-31
	Open Space	5-6	93-112
	Recreation Facilities	5	94-101
	Educational Facilities	9	148-149
	Public Buildings	9	145-149
	Land Use Map		Pocket
	Flood Areas	10	156
	Population Density/Building Intensity	2	25-31
	Implementation	2	13-24
<b>Circulation Element</b>	Description of Existing System	4	67-69
	Map of Existing System	4	69
	Description of Proposed System	4	67-69
	Map of Proposed System	4	69
	Utilities	9	142-143
		10	159-160
	Implementation	4	77-91
<b>Housing Element</b>	Potential Housing	3	52-55
	List of Housing Sites	3	54
	Governmental Constraints	3	56-59
	Non-Governmental Constraints	3	59-61
	Energy Conservation	3	61-62
	Quantified Objectives	3	64
	Implementation	3	38-64
	Public Participation	1	5-6
	Progress on Housing Programs	3	33-35
<b>Conservation Element</b>	Forests/Rivers/Wildlife/Implementation	6	105-116
	Water/Implementation	6	105-107
		9	141-142
	Soils/Implementation	6	107
		10	154
	Flood Control/Implementation	10	156
<b>Open Space Element</b>	Description	5	93-102
		6	105-112
	Trails	4	84-91
		5	100
	Implementation	6	113-116
<b>Safety Element</b>	Seismic Hazards/Maps/Implementation	10	151-156
	Slope Instability/Maps/Implementation	10	154-155
	Flooding/Implementation	10	156
	Fire Hazard/Implementation	10	161-165
	Emergency Response/Implementation	10	157-161
	Hazardous Materials/Implementation	10	161,164
<b>Noise Element</b>	Noise Sources	10	166
	Noise Contours	10	167
	Implementation	10	166-169



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## 2 Land Use

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Land use is a major focus of the General Plan. Pacific Grove's land use pattern is well established and unlikely to change. This chapter describes the history of land use planning in Pacific Grove, discusses the major issues that face the city, and presents the goals, policies, and programs that will determine how land use and growth will be managed in Pacific Grove between 1994 and 2010.

### 2.1 HISTORY OF LAND USE PLANNING IN PACIFIC GROVE

Pacific Grove was founded in 1875 as the Methodist Seaside Retreat. In evolving into a predominantly single-family community, the town retained the natural qualities that originally contributed to its charm, beauty, and popularity.

In 1883, the Methodists sold the Retreat property to the Pacific Improvement Corporation (PIC), a subsidiary of the Southern Pacific Railroad. By then, much of the property had been divided into small lots meant to accommodate the tents of seasonal visitors. On July 16, 1889, Pacific Grove incorporated. Over the next few decades, a number of areas were added to the city, and the Victorian homes that came to define Pacific Grove's residential character were built.

(For a more complete history of the area and the city, see Chapter 7, Section 7.1, "A Brief History of Pacific Grove.")

Municipal land use planning in Pacific Grove dates from 1919, when Samuel F. B. Morse reorganized the PIC into Del Monte properties and sold much of its land—including waterfront property—to Pacific Grove. In so doing, Morse declared that the waterfront "should be forever restricted against building or use other than what would be desirable to the citizens of Pacific Grove." This declaration, along with others advocating the retention of the city's natural beauty and encouraging architectural control of its develop-

ment, marked the beginning of a history of conscientious land use planning.

The City's first planning commission was created in 1929. Thirty years later, Pacific Grove's first "Master Plan" was adopted (1958). In 1971, the City established a planning department, and a new General Plan was adopted in 1973. The 1973 General Plan remained in effect—with additions along the way—until the adoption of this General Plan in 1994.

### 2.2 CITIZEN INITIATIVES AFFECTING PLANNING

Several provisions have become part of the City's Zoning Ordinance through the initiative process. This section summarizes initiatives passed since 1948. Provisions approved by initiative restrict certain types of multiple-unit developments, the development of motels, the use of George Washington Park, and the rezoning of land zoned either "U" (Unclassified) or "O" (Open Space).

The initiative restricting the use of Washington Park was approved in 1948. It provides that the park is to be used only for recreation and pleasure purposes, and prohibits trailer camps, campgrounds, and public or private businesses.

A 1955 initiative created the R-3-M zoning district, and confined motels to this zone.

In 1978, in response to an initiative petition, the City Council rezoned the R-3-A District bounded by Lighthouse Avenue, the easterly city limits, Pine Avenue, and 15th Street to R-2.

The initiative that regulates multiple-unit developments involving condominiums and planned unit developments (PUDs) was passed in 1982. Its intent was to assure that condominium and PUD developments conform with land use and zoning standards applicable to single-family uses. It restricts condominium and PUD densities (number of dwelling units per acre) to

no more than 125 percent of the density of the nearest single-family residential district. In order “to avoid the conversion and loss of the city’s residential stock and character,” the initiative also prohibited time-share projects in Pacific Grove.

A 1986 initiative prohibits the development of hotels and motels in all but existing R-3-M districts. It also prohibits the establishment of any new R-3-M districts, and sets the density of R-3-M uses at a minimum of 2,500 square feet of land for each family unit and hotel or motel unit.

Another initiative measure passed in 1986 requires that all property within the city zoned “O” or “U” as of July 14, 1986, must retain such zoning until an ordinance to change the zoning is approved by the voters. The parcels affected include parks and recreation areas, Pacific Grove Unified School District properties, and municipal properties.

In 1994 the city council placed a measure on the ballot. The measure—to allow condominiums and hotel use in the Holman’s block of the Downtown—was passed by the city’s voters.

**Figure 2-1**  
**Annexations, 1964–1994**

Area	Date	Acres
David Avenue School	March 1964	16.49
Congress Avenue	March 1964	0.03
Point Pinos	May 1966	84.00
Del Monte Park	September 1972	195.00
Thornton	February 1974	0.28
Sunset	March 1975	14.81
Alston-Lee	March 1975	0.24
Forest Grove No. 1	January 1976	3.00
Forest Grove No. 2	November 1976	17.11
Winslow’s Addition	December 1976	0.10
Asilomar	October 1979	130.70
<b>Total 1964–1994</b>		<b>461.76</b>

Source: Monterey County LAFCO

**Figure 2-2**  
**Pacific Grove Existing Land Use,**  
**November 1993**

Land Use Type	Acres	Percent of City
<b>Residential</b>		
Single-family Residential	634.4	34.7
Single-family w/Second Unit	11.8	0.6
Duplexes	56.0	3.0
Multi-family	67.2	3.7
Condominiums	41.5	2.3
Mobile Homes	15.1	0.8
Rest/Group Homes	12.2	0.7
<b>Subtotal</b>	<b>838.2</b>	<b>45.8</b>
<b>Commercial/Professional</b>		
Transient Lodging	22.1	1.2
Mixed Residential / Commercial / Office	2.3	0.1
Commercial	54.9	3.0
Heavy Commercial	10.5	0.6
Offices in R-4 Zone	2.7	0.1
<b>Subtotal</b>	<b>92.5</b>	<b>5.0</b>
<b>Parks and Open Space*</b>		
Parks and Recreational Facilities	85.1	4.6
Golf Course	90.0	4.9
Cemetery	12.3	0.6
Asilomar	103.0	5.6
Other Open Space	51.5	2.8
<b>Subtotal</b>	<b>341.9</b>	<b>18.7</b>
<b>Public/Private Facilities</b>		
Government-owned Facilities	12.4	0.6
Public Schools	85.8	4.7
Private Educational Facilities	13.5	0.7
Public Utilities	9.6	0.5
<b>Subtotal</b>	<b>120.8</b>	<b>6.6</b>
<b>Other</b>		
Churches	12.0	0.7
Miscellaneous	2.4	0.1
Vacant	31.8	1.7
Streets	390.4	21.3
<b>Subtotal</b>	<b>436.6</b>	<b>23.9</b>
<b>Total</b>	<b>1830.0</b>	<b>100.0</b>

\*See Chapter 5 for descriptions of parks and open space areas.

Source: Community Development Department, November 1993



## 2.3 RECENT ANNEXATION HISTORY AND POLICY

By 1964, the city's land area totalled 1,368 acres. After the Monterey County Local Agency Formation Commission (LAFCO) was established in 1964, Pacific Grove annexed 11 areas totalling 462 acres (see Figure 2-1).

The most recent (and second largest) addition was the Asilomar annexation, 131 acres in 1979. As of 1994, the city's total area was 1,830 acres.

## 2.4 EXISTING LAND USE

For this General Plan revision, a citywide survey classified existing land uses for every property in Pacific Grove. Figures 2-2 and 2-3 summarize the survey's findings.

The predominant land use in Pacific Grove is residential, and most of that is single-family. Commercial uses are largely related to goods and services, with almost no land available for industrial uses. A generous amount of land is devoted to parks and natural areas that are free and open to the public.

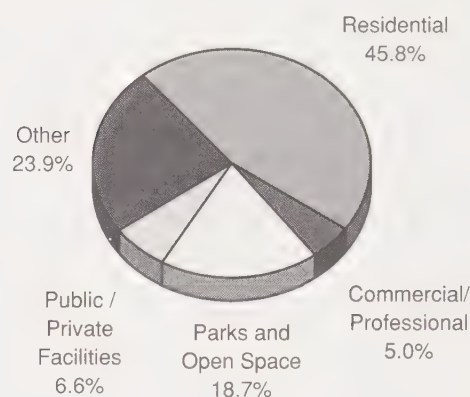
Most significant is that Pacific Grove is almost fully built-out. There is very little buildable vacant land in the city. The land use issues in Pacific Grove, therefore, focus primarily on managing existing uses and infill, and potential intensification.

## 2.5 MODERN DEVELOPMENT AND BUILD-OUT

By the 1980s, it was clear that any further growth in Pacific Grove would occur only as vacant lots were developed and as uses on existing developed lots were intensified. As of 1993, less than 2 percent (31.8 acres) of Pacific Grove's land area was vacant and available for additional development.

As vacant land became more scarce and land prices rose, property owners turned increasingly to redevelopment and intensification. Because housing and land costs are high in Pacific Grove and because much of Pacific Grove's housing stock is made up of smaller units, many property owners and residents have added on to existing housing to meet their needs for more room. In a more open housing market, families would be able to move to larger homes in the area. Property

**Figure 2-3**  
**Existing Land Use in Pacific Grove**  
**November 1993**



*Source: Community Development Department, November 1993*

tax policies established by Proposition 13 in 1978, however, discourage families from "moving up."

In addition, some residential lots are not developed to their full potential under the zoning (for example, single-family homes on R-3- or R-4-zoned lots). Over time, some of these single-family homes are likely to be replaced with apartments. Where the General Plan and zoning allow, development on existing residential parcels will be intensified by replacing existing single-family homes with multi-family buildings. In other areas, second units or other additions will be built onto existing structures. On existing commercial parcels, intensification will occur where existing residences on commercially-zoned sites are converted to commercial use, and where old buildings are torn down and new ones are put up.

According to estimates made by the City in May 1994, an additional 5,431 residential units could be built within Pacific Grove's city limits. Of these, 4,303 residences (262 single-family, 3,426 second units, and 615 multi-family units) could be built in residentially-zoned areas based on existing zoning. Sixty-eight of these single-family units and 37 of the multi-family units (105 in total) could be built on now-vacant lots. Of the remaining units, 3,426 would be second units attached to existing single-family homes, 566 would be added on underutilized multi-family-zoned lots, 145 units could be built on sites derived from multiple-lot parcels (133 single-family units, 12 duplex units), and 61 units could be built on parcels with

potential for subdivision. Besides the 4,303 new units on residentially-zoned land, current zoning allows additional units in commercially-zoned areas. Assuming a density of 2,200 square feet of land per unit, the commercial areas could accommodate another 1,128 residential units. Figure 2-4 summarizes this information.

In 1988, the City estimated that remaining commercially-zoned, vacant parcels could accommodate about 270,000 square feet of new commercial development. In addition, the amount of commercial space that could be added under the General Plan and zoning theoretically could exceed one million square feet.

The theoretical build-out projections, while necessary to define the maximum development potential of this General Plan, point to much greater development than can be supported by recent trends. The Monterey Peninsula Water Management District's moratorium on new construction in response to the prolonged drought of 1987 through 1992 curtailed new construction in the city. Because there are few sources of new water for development on the Monterey Penin-

sula, the limited water supply will continue to shape land use in this area in the future.

The most recent source of new water for the Monterey Peninsula is the Paralta well in Seaside. Its water is allocated to the various local jurisdictions by the Monterey Peninsula Water Management District. As of September 1994, Pacific Grove has less than eight acre-feet of water remaining in its allocation from the Paralta well. Realistically, the potential for new development in Pacific Grove will not be realized unless additional new sources of water become available. At the time of the adoption of this General Plan, the city council was attempting to acquire a portion of the water from the Pebble Beach water reclamation project.

Of the 5,431 new units possible in the theoretical build-out projection for Pacific Grove, 3,426 are new secondary units on sites with existing single-family dwellings. However, over the past 10 years during which zoning has allowed secondary units, only 42 have been built. Leaving aside the lack of water, this experience suggests that there will be a steady trickle

**Figure 2-4**  
**Residential Unit Development Potential**

Type of Zoning District	Existing	Maximum Potential Additional	Total Build-out
<b>Dwelling Units in Single-family Residential Districts</b>			
Building Sites Derived from Multiple Lot Parcels		133	133
New Subdivisions		61	61
Second Units	40	3,426	3,466
Vacant Sites		68	68
Current Dwelling Units (not including existing second units)	4,047		4,047
<b>Subtotal</b>	<b>4,087</b>	<b>3,688</b>	<b>7,775</b>
<b>Dwelling Units in Multi-family and Commercial Districts</b>			
Commercial	119	1,128	1,247
Multi-family	3,182	566	3,748
Building Sites Derived from Multiple Lot Parcels in R-2 (2 DUs per site)		12	12
On 23 Vacant Sites		37	37
<b>Subtotal</b>	<b>3,301</b>	<b>1,743</b>	<b>5,044</b>
<b>Condominium Dwelling Units</b>			
Condominiums	314	unknown	314
<b>Total Residential Units</b>	<b>7,702</b>	<b>5,431</b>	<b>13,133</b>

Source: Community Development Department, May 1994

of new secondary units, but not a flood of thousands. All other sources of new units—intensification of use on current sites, subdivision of lots, development of buildable lots, and vacant lots—would produce at most 2,000 units, and again, past trends lead to the conclusion that new development will occur at a measured pace.

Over the years, City decision-makers have become increasingly aware of the potential for land divisions (lot splits and subdivisions) which—although they comply with the City’s minimum standards—create incongruities in lot size or shape compared to neighboring properties. Goal 2, and Land Use Policies 4 through 7, address this issue.

The rapidity and extent of infill and intensification will depend on—in addition to water—market demand, land values, rent levels, overall economic conditions, tax laws, and the City’s regulatory policies. As infill and intensification occur, the City intends to preserve Pacific Grove’s residential character and ease the pressure on its aging infrastructure.

Goals, policies, and programs in Sections 2.6 through 2.14 and throughout the General Plan address how the city may and should develop.

## 2.6 DEVELOPMENT POTENTIAL AND ANNEXATION

Until now, the City has had no formal annexation policy. According to State law, a city’s General Plan may cover “any land outside its boundaries which, in the planning agency’s judgment, bears relation to its planning.” The City of Pacific Grove has selected for its Planning Area the existing incorporated city plus the unincorporated Spanish Bay, Country Club, and Gowen Cypress areas of Del Monte Forest to the south, and the Presidio and portions of Monterey bordering David Avenue. Figure 1-2 shows the Planning Area and other boundaries.

The much smaller Sphere of Influence (the city’s ultimate service area boundary), adopted for Pacific Grove in 1984 by LAFCO, includes only the existing incorporated city plus the three-acre Mission Linen property at Sunset Drive and Congress Avenue. The Mission Linen property is a county island completely surrounded by incorporated Pacific Grove. LAFCO policies support its eventual annexation.

Except for the Mission Linen property, the City does not expect to annex the adjacent unincorporated areas. Nevertheless, it is concerned about the growth and flow of traffic from them, and the likely impact of that traffic on the City of Pacific Grove and its residences and businesses. The unincorporated portions of Del Monte Forest within Pacific Grove’s Planning Area still have development potential for 285 residential units.

These unincorporated areas have strong economic and social ties to Pacific Grove. They are part of the Pacific Grove Unified School District, and residents of the area do much of their convenience shopping in Pacific Grove. Two of the five gates to Del Monte Forest open onto Pacific Grove streets. Thus, the City’s main planning concerns about development in Del Monte Forest relate to traffic (addressed in the Transportation Chapter of this General Plan) and to providing public services including schools, library, and recreation facilities and programs.

Against this background of land use history, the City has adopted the following goals, policies, and programs:

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<b>GOAL</b> <b>1</b>	<b>Provide for orderly, well-planned, and balanced development consistent with the historic nature of Pacific Grove, the capacity of the City’s infrastructure, and ability to assimilate new growth.</b>
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<b>GOAL</b> <b>2</b>	<b>Repair and upgrade the City’s infrastructure.</b>
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<b>POLICY 1</b>	<b>Seek to preserve Pacific Grove’s traditional “hometown” qualities.</b>
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<b>POLICY 2</b>	<b>Ensure that new development is compatible with adjacent existing development.</b>
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“Compatible” means “capable of existing together without conflict or detrimental effects.” This policy applies broadly and citywide to residential and commercial uses. Its purpose is to ensure harmonious or at least unobtrusive development in terms of use, den-





*An example of Pacific Grove's "hometown qualities"*

sity, intensity, and architectural character. It is not intended to restrict new buildings or additions to exact duplications of styles or heights. This policy also is **not** intended to restrict the conversion of single-family dwellings to apartments if the parcel is zoned for multi-family use and if there are other multi-family uses nearby.

**POLICY 3** Balance a property owner's ability to develop with the desirability of maintaining neighborhood character.

**POLICY 4** Continue to preserve Pacific Grove's character and regulate development so as not to overburden the City's infrastructure.

Some streets and water lines are currently deficient and would be strained by build-out to current zoning.

**POLICY 5** Avoid creating land divisions that result in lots smaller than prevailing lot sizes in the neighborhood, or which are inconsistent with the configuration of surrounding lots.

**POLICY 6** Preserve significant areas of vegetation and open space when approving land divisions.

Significant can mean, for example, a single specimen tree, vegetation serving as habitat, or a grove of several native trees which enhance the canopy and scenic beauty of a neighborhood.

**POLICY 7** Evaluate and mitigate the impacts of proposed land divisions on traffic, ac-

cess, trees, topography, environmentally sensitive habitat, utilities, and public services, through the approval process.

In order to mitigate the impacts, the number of lots to be created may be reduced.

**POLICY 8** View more favorably those land divisions where existing buildings with historic or architectural significance are retained and/or improved rather than demolished.

**POLICY 9** Strive to preserve significant public view corridors.

**POLICY 10** Strive to protect property owners' rights to privacy and reasonable access to light, air, and sunshine.

The policies above are carried out by the programs below.

**Program A** Create buffers between commercial and residential areas where feasible.

**Program B** Continue to regulate the intensity of commercial uses, and maintain the underlying distinctions of each commercial area.

**Program C** Revise height and lot coverage standards to regulate the size and mass of residential additions and expansions.

**Program D** Consider including floor area ratios (FARs) in the zoning regulations for residential areas.

Floor area ratios regulate building mass and scale.

**Program E** Adopt land division standards that will retain the scale and character of the city and will reflect the subdivision and development patterns within existing neighborhoods.

**Program F** Require land divisions within, or immediately adjacent to, environmentally sensitive habitat to keep development intensity as low as possible immediately adjacent to the sensitive habitat (LUP, 3.4.4.3).

This program will help maintain contiguous areas of undisturbed land in open space. Residential development in such areas, including driveway and utility connections, will be allowed if it can be demonstrated that environmentally sensitive habitat and associated wildlife values will be protected through mitigation measures.

**Program G** Ensure that zoning, licensing, enforcement, and other controls are adequate to fairly govern the supplemental use of residential properties for business purposes.

The City recognizes that the current provisions for home businesses are working well, and will examine and make modifications to the regulations in the future as needed.

Goals, policies, and action programs that establish the philosophy, approach to, and workings of Pacific Grove's system for managing land use and growth appear throughout this chapter. Goals, policies, and action programs relating to architectural review are found in Chapter 8, Urban Structure and Design.

## 2.7 ECONOMIC VITALITY AND COMMUNITY CHARACTER OF COMMERCIAL AREAS

Pacific Grove is a town that takes pride in its residential character. As expressed in public meetings and workshops, Pacific Grove residents want the character of the city to remain predominantly residential.

The City supports and encourages retail and commercial uses which provide goods and services for a peninsula-wide trade area. It recognizes, however, that it will always be in a very competitive retail market because of its location at the tip of the Monterey Peninsula and its relative distance from major highways. The City also foresees that in the future a greater proportion of its economic vitality may come from visitor-serving enterprises.

The character of Pacific Grove is one of a small town where residents can live, work, do business, shop, and have recreational facilities—a self-contained community. The businesses of the city should provide a balance which preserves this character.

### GOAL 3

**Designate land in commercial and office categories adequate to provide goods and services for the needs of Pacific Grove and its trade area.**

**POLICY 11** Ensure that commercial uses are balanced, and that business and industry are compatible with the city's residential character.

This policy reflects the City Charter statement that "Pacific Grove is primarily a city of homes and that business and industry shall be compatible with its residential character."

**POLICY 12** Promote and maintain a healthy local economy while preserving the local community character.

**POLICY 13** Assure that new commercial development is designed to avoid the appearance of strip development.

**POLICY 14** Promote Pacific Grove businesses and industries.

**Program H** Work with local business groups and associations, such as the Pacific Grove Chamber of Commerce, to promote local businesses to local residents, and to encourage local residents to support Pacific Grove businesses.

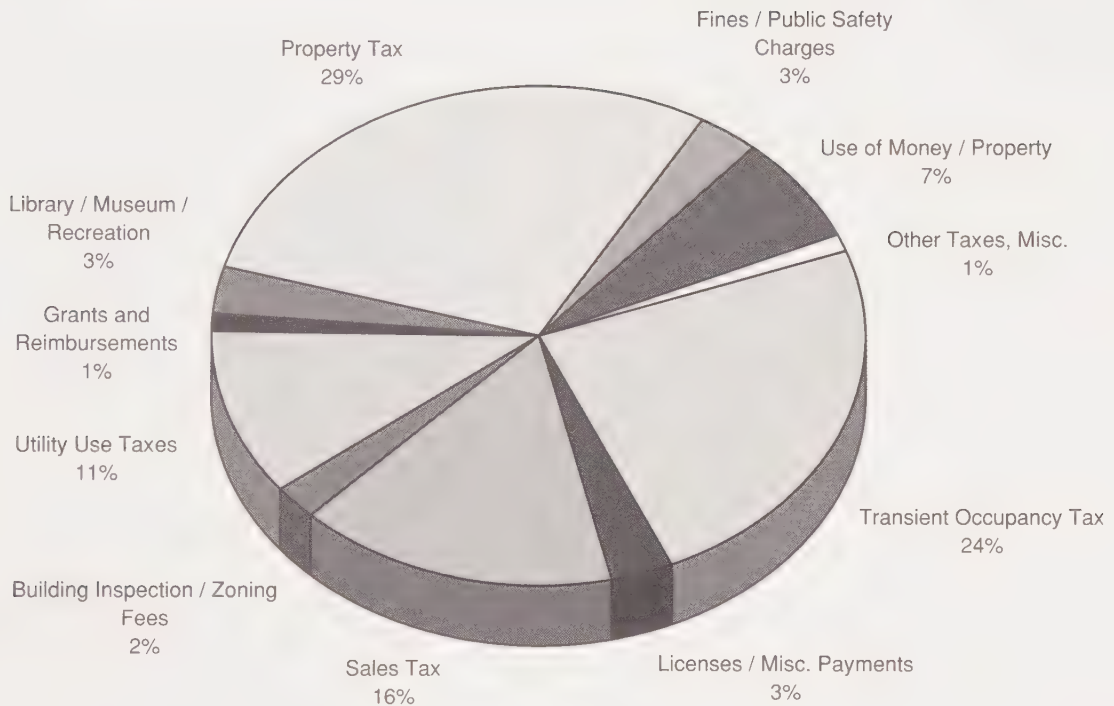
**Program I** Develop a strategy to retain and attract businesses that meet the shopping and service needs of Pacific Grove and area-wide residents.

**Program J** Encourage the City of Pacific Grove to do business within its boundaries whenever practical.

### 2.7.1 Land Use and Fiscal Policy

City revenues pay for the services provided to the community, such as police, fire, and library services. Since Proposition 13, Pacific Grove has become more dependent on revenues from sales taxes and transient occupancy taxes. The major components of Pacific Grove's budget revenues are shown in Figure 2-5. A city's sales taxes and transient occupancy taxes are in-

**Figure 2-5**  
**General Fund Revenue, Fiscal Year 1993-94**



Source: City of Pacific Grove, 1994

fluenced the most by the economy and local decisions on development and growth.

The current tax structure and declining municipal revenues encourage cities to make land use decisions based on the amount of tax revenues a project can generate. A reasonable consideration of the effects of land use decisions on revenue can help ensure an adequate budget for City services, but an overemphasis can distort the appropriate balance of land uses in the community. Basing land use decisions on revenues favors commercial and office development over the preservation or construction of housing. Too much emphasis on tax revenues creates pressures for large, high-intensity projects.

Pacific Grove will pursue a balanced planning approach by providing for a variety of housing while maintaining an attractive business climate.

The City will continue to weigh the nature and intensity of development, including concerns about traffic, design, compatibility, and regional effects, against the role that transient occupancy and sales tax revenues

play in Pacific Grove's continued economic well-being.

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**GOAL 4**      **Maintain strong and stable sources of City revenues while promoting an appropriate balance of land uses in the city.**

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**POLICY 15**      **Encourage land uses that generate revenue to the City while maintaining a balance with other community needs, such as housing, open space, and recreation.**

**POLICY 16**      **Attract and retain a variety of businesses and services in the community.**

**Program K**      **Work with the business community to understand their economic needs.**



Program L Streamline the permit review process while maintaining the character of Pacific Grove.

### 2.7.2 Visitor Accommodations

In 1993, there were 22 motels and hotels and seven bed and breakfast inns in Pacific Grove with a combined total of 748 rooms. Most of the motels and hotels are located along the western end of Lighthouse Avenue and along Asilomar Avenue. The bed and breakfast inns, which are converted historic structures, are located in the R-3-PGR and the R-4 zoning districts. In addition, Asilomar State Beach and Conference Grounds has 313 rooms for guests, bringing the total of visitor accommodations to 1,061 rooms.

The relatively few hotel and motel units within Pacific Grove contribute significantly to City revenues through the 10 percent transient occupancy tax. Motel, hotel, and inn guests also contribute to Pacific Grove's economy by patronizing local restaurants and retail businesses.

In 1986, Pacific Grove voters passed Measure C, an amendment to the City's Zoning Ordinance that placed additional limits on motel and hotel development in the city. As a result, parcels within the R-3-M district may be rezoned only to R-1, R-H, or R-2 where already developed as such, and no new R-3-M districts may be created.

Although most of the motels and hotels in Pacific Grove are developed to their zoned potential, several older motels are not. If occupancy rates drop in these older motels and they become unprofitable, the owners may consider replacing them with new, larger motels or with multi-family residential, which also is allowed in the R-3-M district. It is not clear whether it would be more profitable for the owners to replace their motels with new motels or with apartment buildings. If they are replaced with multi-family residential, the City will lose some of its current motel tax revenue and the possibility for any revenue increase. Replacing existing motels with motels developed to the maximum density allowed in the R-3-M district would result in a net gain of 48 units on four sites.

**POLICY 17 Discourage the replacement of motels with residential uses in areas zoned R-3-M as a means of protecting the City's revenue base.**

Program M Consider providing incentives to retain the existing motels in the R-3-M zone.

Program N Consider amending the Zoning Ordinance to carry out Policy 17.

**POLICY 18 Support hotel development in the former Holman's block of the Downtown, as allowed by adoption of an initiative measure by city's voters in June 1994.**

Pacific Grove's Zoning Ordinance allows the conversion of large residential buildings, at least 75 years old, to bed and breakfast inns. As a means to preserve older houses, bed and breakfast inns are allowed with a use permit in the R-3-PGR, R-4, and C zoning districts. However, the City wishes to control uses which may result in negative impacts on surrounding properties.

Program O Permit expansions of bed and breakfast inns that do not have negative impacts on the surrounding residential neighborhoods. Proposals to add units that are separate from the original structure will be considered on a case-by-case basis.

Because the intent of the bed and breakfast ordinance is to preserve historic structures, potential expansions of these businesses are subject to guidelines that further this intent. (1) Bed and breakfast inns are permitted to expand into structures that were located on the property when the inn was created, with a use permit; (2) Inns are permitted to expand into additional new structures, separate from the original historic structure, if there is space on the property to build and the new structure maintains the architectural integrity of the site, with a use permit; (3) Inns may apply to the planning commission to expand onto properties contiguous to the original property, with a use permit, with such expansions to be decided on a case-by-case basis depending on the architectural and historic status of the structures proposed for expansion and the circumstances of the properties and the surrounding neighborhood.

### 2.7.3 Liquor Sales

Pacific Grove was the last "dry" city in California. The sale of alcoholic beverages was prohibited within the city limits until 1969 when the city council adopted an ordinance repealing prohibition. That action was ratified by voters when they defeated a referendum calling

for repeal of the ordinance. Since then, the City has approved several permits for general on-site liquor sales outside the Downtown area.

In 1987, the City approved its first application for general on-site sales of hard liquor Downtown. While there are several restaurants in the city that serve beer and wine with meals, the approval of hard liquor raised concerns among elected officials and residents about the appropriateness of general on-site liquor sales Downtown and how they might affect the quality of life, traffic, parking, and general public safety in Pacific Grove.

**POLICY 19** Continue to allow on-site liquor sales only in conjunction with full food service.

## 2.8 DOWNTOWN

Downtown—the city’s commercial core along Lighthouse Avenue—is bounded approximately by Cypress Avenue, Central Avenue, 12th Street, and Pine Avenue. Most of Downtown is zoned C-1 and is developed with older two-story buildings with ground floor retail commercial establishments and second floor residential and professional uses.

### 2.8.1 Existing Conditions and Trends

Pacific Grove’s Downtown business district contains a mixture of commercial uses typical of many core business districts. These businesses serve both local and area residents and visitors. Although local services seem to predominate, there is regional pressure to attract more tourism to compensate for the loss of the military component in the economy.

Many Downtown commercial buildings are old and do not meet current codes. Bringing these buildings up to code when businesses are expanded or new uses are developed can be expensive. State legislation passed in 1986 (SB 547) requires that buildings that might be hazardous in the event of an earthquake be identified and that steps be taken to mitigate structural hazards. The City has done the work required by SB 547, and property owners have taken remedial measures.

In general, renovation of commercial buildings in downtown Pacific Grove is desirable and should be

encouraged when it upgrades the safety of the buildings while maintaining historical character and provides for balanced uses.

In 1994, a number of Downtown buildings were vacant including the largest building which once housed an historic department store which served as the downtown commercial anchor.

Existing parking facilities will not be adequate to accommodate all the commercial development that might occur Downtown under existing zoning. A 1984 parking study commissioned by the City recommended a three-phase program to expand parking in the area, including construction of one or more parking structures.

Downtown’s aesthetic liabilities include inappropriate and out-of-scale street light fixtures, the application of inappropriate facades on historic buildings, and lack of trees and landscaping.

### 2.8.2 Downtown Quality and Character

The overall structure of Downtown is satisfactory and does not require major changes. The Downtown can be divided into sections, based on the difference in scale, architectural style, and setbacks of buildings along Lighthouse Avenue and those on the side streets. (See Section 8.1.4 for a discussion of Downtown’s visual character.)

What is required is a comprehensive strategy to focus City and private efforts on improvements to enhance Downtown’s efficiency, economic vitality, and appearance.

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<b>GOAL</b>	<b>Enhance the appearance of</b>
<b>5</b>	<b>Downtown.</b>

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**POLICY 20** Focus City and private efforts on improvements in a comprehensive strategy to enhance Downtown.

**POLICY 21** Upgrade the visual quality of streets in the Downtown.





*Downtown's out-of-scale street light fixtures*

**Program P** Review and revise design guidelines for projects in the Downtown business district and find ways to encourage good design.

**Program Q** Prepare a detailed plan for preserving the character of Downtown while enhancing its efficiency, economic vitality, and appearance.

The City should take the lead in preparing the plan and implementing it. Emphasis will be placed on increasing landscaping and expanding pedestrian facilities on Lighthouse Avenue without sacrificing parking opportunities. The plan should include considerations for street, pedestrian, and bikeway improvements. It should also address parking, sidewalks, street trees, and street lights.

The City should attempt to establish architectural compatibility between major civic buildings. It should also consider the need for a parking garage and inves-

tigate allowing "air space" development over Downtown parking lots.

**Program R** Replace Downtown street lights with more appropriate fixtures as funding becomes available.

**POLICY 22** **Review and revise height and story limits to maintain compatibility of new and remodeled buildings with the existing character of Downtown.**

**POLICY 23** **Encourage new residential uses in the Downtown, but limited to the upper stories of new and existing buildings.**

The City will consider providing a third-story floor area bonus for upper-story restaurant and /or residential use.

**Program S** Consider establishing separate building standards for Downtown parcels fronting on Lighthouse Avenue and for parcels fronting on side streets.

**Program T** Provide for expanded uses for the former Holman's block such as mixed commercial/residential use and/or transient visitor services (*i.e.*, hotel/restaurant/shops).

The City took the lead in proposing a successful ballot measure allowing hotel and condominium development on the former Holman's block. This change is intended to attract development of and investment in the Holman's anchor block (bounded by Lighthouse, Fountain, Central, and Grand Avenues) that will increase city revenue while maintaining the character of the Downtown and the city.

## 2.9 CENTRAL-EARDLEY COMMERCIAL DISTRICT

The Central-Eardley commercial district is a transition from Monterey's Cannery Row/ Lighthouse Avenue Commercial District to the Pacific Grove Retreat residential neighborhood. Uses include retail commercial, restaurants, and offices, serving both visitors and local residents, and some residential. Zoning in the area has included R-4 (higher density residential and professional office uses), C-1 (low intensity commercial uses and residential), C-2 (heavier intensity commercial uses and residential), and V-C (visitor





*Central-Eardley commercial area*

commercial uses). This area is experiencing spill-over from Cannery Row visitors using this commercial area.

Across the city line, the New Monterey Neighborhood and the Cannery Row/Lighthouse Neighborhood border Pacific Grove. The New Monterey Neighborhood is primarily single-family homes, interspersed with multi-family. The Cannery Row/Lighthouse Neighborhood is primarily commercial, catering to both visitors and residents.

The City of Monterey Planning Department estimated in 1987 that existing zoning in the New Monterey Neighborhood would allow a net addition of 788 units—a 30 percent increase in the number of housing units in the area. The Monterey Planning Department also identified approximately 10.5 acres of underutilized commercially-zoned land and 7.6 acres of vacant commercially-zoned land in the Cannery Row/ Lighthouse Neighborhood that could be developed with commercial uses.

The Central-Eardley district is one of two major gateways to Pacific Grove. The City wants to continue to allow a variety of commercial uses in this district, but wants to limit any new or changed uses in the R-4 zone to high density residential by not permitting additional professional office uses.

**POLICY 24** Designate Central-Eardley as a special commercial district recognizing its gateway and transitional functions.

**Program U** Review the zoning in the Central-Eardley district.



*Forest Hill commercial area*

**Program V** Restrict the uses in the R-4 zone to high density residential.

**Program W** Review parking needs in the Central-Eardley district and consider a parking structure.

**Program X** Create a plan to enhance the area's role as a major gateway to the city through elements such as signs, paving, landscaping, and lighting.

## 2.10 FOREST HILL

The C-1-zoned area along both sides of Forest Avenue between David and Stuart Avenues contains a mixture of retail, office, and multi-family residential uses. Most of the lots in this area are not developed to their zoned potential—most buildings are small and only one story in height. These lots back up against the R-1-zoned lots along Seaview and Ransford Avenues. Redevelopment of these commercial lots to their zoned potential could result in development incompatible with the adjacent single-family homes.

The Forest Hill Commercial District is one of two major gateways to Pacific Grove. While new commercial development could improve the appearance of Forest Hill, the City would like to reduce any potential incompatibilities with adjacent single-family homes. At the same time, the City does not want to preclude reinvestment in or improvement of the area.

**POLICY 25** Draft and adopt guidelines for preparing a Specific Plan for the Forest



*Sunset Drive commercial area*

**Hill area, recognizing its function as a major gateway to the city.**

- Program Y** Review and amend, as necessary, the Zoning Ordinance to establish a story maximum, a maximum height limit, and a buffer zone through the use of design features, such as landscaping, in the rear yard setback in the Forest Hill Commercial District.
- Program Z** Develop a Specific Plan for the Forest Hill Commercial District that provides for the orderly improvement and redevelopment of the area while maintaining harmony with the adjacent residential areas.

The intent of the above policy and programs is to promote uses that are reasonable and compatible with adjoining residential areas. The plan should, in addition to provisions of Program Y, address all aspects of a commercial area that is an entryway to Pacific Grove. The plan should include but not be limited to setbacks, architectural quality, landscaping, signs, lighting, traffic circulation, parking, and pedestrian access. Where possible the plan should mitigate adverse effects on neighboring residential areas.

## 2.11 SUNSET SERVICE COMMERCIAL AREA

The Sunset Drive commercial district is at the south edge of the city between 17 Mile Drive and Asilomar Avenue. It houses a mix of uses including a lumber yard, a motel, restaurants, light industrial uses, retail

businesses, and the City Corporation Yard. Most importantly, it is the city's only remaining industrial and heavy commercial area. The City's intent is to maintain a mix of service commercial uses in this area.

This area also has scenic qualities important to the city—views of the ocean, hills, and pine forests.

**POLICY 26 Provide for retention of the commercial/industrial uses in the Sunset Drive commercial district, while addressing the scenic qualities of this area.**

**Program AA** Consider amending the Zoning Ordinance to eliminate uses incompatible with General Plan policy regarding the Sunset Service Commercial Area.

The intent of this program is to consider eliminating residential uses, including mobile home parks, in order to preserve the limited land area available for industrial and heavy commercial uses within the city.

**Program BB** Consider amending the Zoning Ordinance to establish height limits and provisions for landscaping in the Sunset Service Commercial Area.

**Program CC** Encourage a public/private effort to upgrade the visual quality of the Sunset Service Commercial Area.

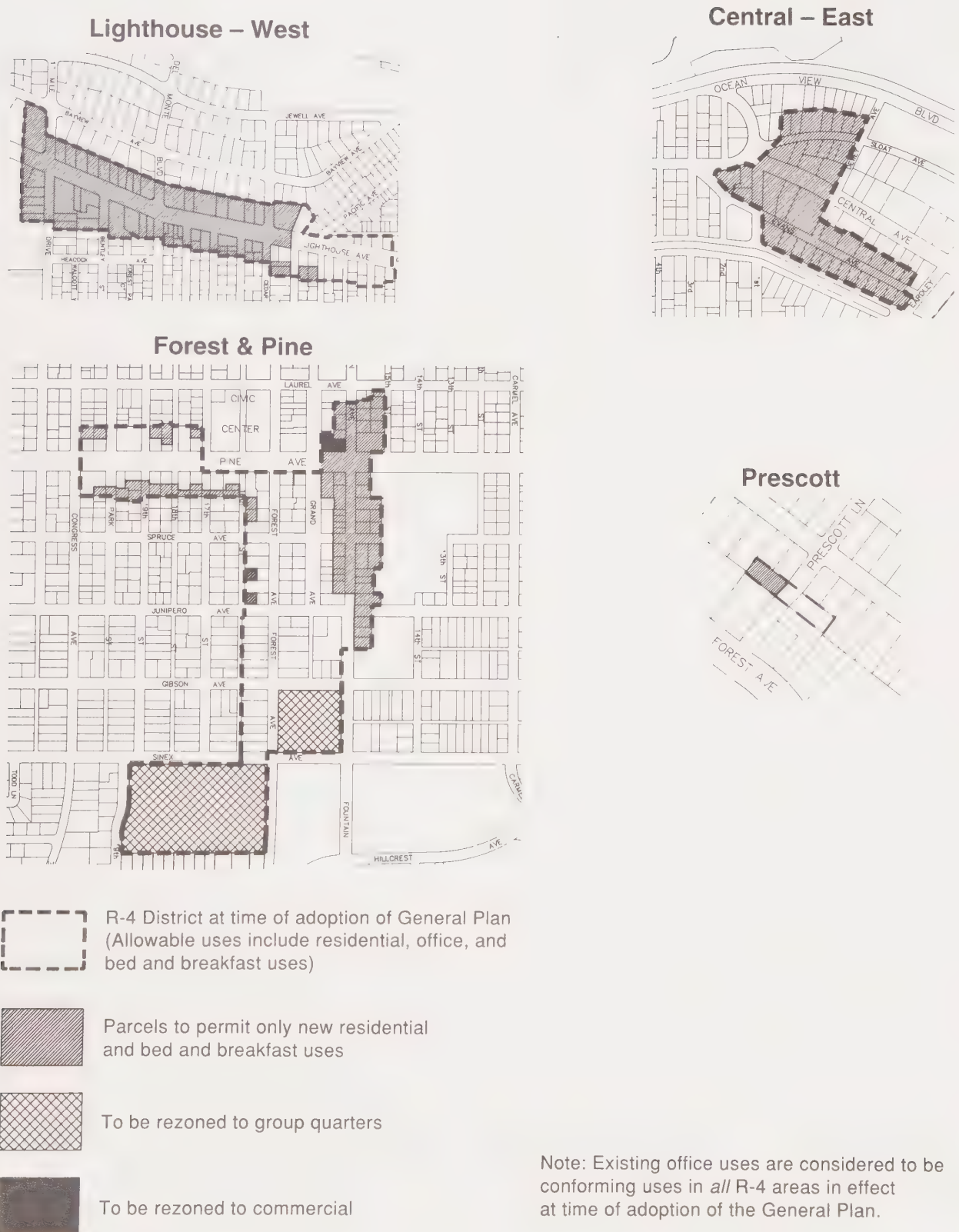
## 2.12 PROFESSIONAL OFFICE DEVELOPMENT OUTSIDE COMMERCIAL DISTRICTS

Historically, the R-4 District regulations have allowed residential uses (single-family and multi-family) and professional offices. Over the years, many older residential units in R-4 areas have been converted to offices. These conversions have, in some cases, preserved buildings whose architecture is valued in Pacific Grove, but may also have reduced the supply of moderately-priced housing, and may have contributed to increased parking problems and traffic congestion, particularly along Forest Avenue.

The City will continue to allow office uses in certain of these areas, with a use permit, but will emphasize residential uses in others. Existing offices will be allowed to continue as conforming uses. (See Figure 2- 6.)



**Figure 2-6**  
**R-4 Zoning District Changes**





**POLICY 27 Permit office uses in the commercial districts and other areas historically used for such purposes.**

**POLICY 28 Ensure that office development does not overbalance the residential character in the areas historically zoned R-4.**

The City will look favorably on proposals where existing housing is preserved and/or where offices preserve the character of existing buildings in these areas.

Program DD Continue to allow professional office and multi-family residential uses: (a) on parcels along Forest Avenue between Pine Avenue and Sinex Avenue, with the exception of the Forest Hill Manor property, and require that offices front only on Forest Avenue; (b) on parcels along Grand Avenue between Pine Avenue and Gibson Avenue, including the midblock and corner parcels at the northwest corner of Fountain Avenue and Gibson Avenue, but with the exception of the parcel at the southeast corner of Grand Avenue and Pine Avenue which is developed with apartments that will remain a residential use only; (c) on parcels fronting on Pine Avenue between 17th Street and Congress Avenue, and on the south side of Pine Avenue between Forest Avenue and 17th Street, and require that offices front only on Pine Avenue; (d) on parcels zoned R-4 on the date of the adoption of this General Plan between Cypress Avenue and Granite/Pacific Streets, on parcels fronting the south side of Lighthouse Avenue between Granite Street and Cedar Street, and on the midblock parcel along the north side of Lighthouse Avenue between Pacific Street and Cedar Street; (e) on the midblock parcel along the south side of Prescott Lane between Forest Avenue and Seaview Avenue that has historically been zoned R-4.

Program EE Rezone the following areas from professional office and multi-family residential uses to residential uses only: (a) parcels zoned R-4 on the date of the adoption of this General Plan on the easterly side of Fountain Avenue between Pine Avenue and Gibson Avenue, and on the westerly side of Fountain Avenue between Pine

Avenue and Junipero Avenue, with the exception of the northwesterly parcel at the intersection of Fountain Avenue and Junipero Avenue; (b) the parcels zoned R-4 on the date of the adoption of this General Plan between 16th Street and Congress Avenue excluding those parcels fronting on Pine Avenue; (c) parcels on Lighthouse Avenue west of Granite Street, excluding parcels along the south side of Lighthouse Avenue between Cedar Street and Granite Street, and excluding the midblock parcel along the north side of Lighthouse Avenue between Pacific Street and Cedar Street; (d) the parcels zoned R-4 on the date of the adoption of this General Plan along the westerly side of 15th Street between Pine Avenue and Laurel Avenue, and along the easterly side of Fountain between Laurel Avenue and Pine Avenue, and the interior parcels on the westerly side of Fountain between Pine Avenue and Laurel Avenue; (e) the parcels zoned R-4 on the date of the adoption of this General Plan between Eardley Avenue and 2nd Street and between Lighthouse Avenue and Sloat Avenue; (f) the parcel zoned R-4 on the date of the adoption of this General Plan on the north side of Prescott Lane.

Program FF Rezone the three parcels zoned R-4 on the date of the adoption of this General Plan on the north side of Pine Avenue between Fountain Avenue and Grand Avenue from professional office and multi-family residential uses to commercial uses.

## 2.13 NONCONFORMING USES

There are nonconforming uses throughout the city. Although they fail to meet current standards, these uses, for the most part, are not objectionable. Indeed, they make a positive contribution to the cherished eclectic character and historic resources of Pacific Grove.

Regulations for nonconforming uses and buildings were revised in 1989 to allow their restoration if 25 percent or less of their usable floor area is damaged by fire or earthquake. If damage exceeds 25 percent of usable floor area, a case-by-case determination is made through the use permit process. In order to

grant any use permit, the planning commission must make the finding that the use or building applied for will not be detrimental to persons or property in the neighborhood or to the general welfare of the city.

To address the concerns expressed during public hearings regarding difficulty in obtaining insurance and financing for nonconforming uses, this General Plan provides for restoration of nonconforming uses and buildings damaged by a catastrophic event without requiring a use permit or variance.

**POLICY 29 Permit nonconforming uses and structures damaged by fire or other calamity to continue or rebuild to their predamaged size and location, using the then-current Uniform Code requirements.**

Program GG Amend the Zoning Ordinance to provide for restoration of nonconforming uses and structures destroyed to any extent by fire or other catastrophic event without a use permit.

## 2.14 SUBSTANDARD VACANT LOTS

Minimum area and frontage requirements for building sites are established for the various zoning districts in the Zoning Ordinance. Vacant lots which have less area or width than required are called substandard lots and do not qualify as building sites. The City has amended the building site requirements in some areas to more closely correspond to existing lot sizes. However, a few vacant substandard lots remain unbuildable under current regulations.

Except where they were set by an initiative, as is the case in the First Addition which is zoned R-2, building site requirements can be amended by the city council. In the First Addition, approval by the voters would be required to change the existing 4,000 and 5,000 square foot building site area requirements to allow building on a smaller vacant parcel, *e.g.*, 3,600 square feet.

The few, vacant, substandard lots are often located in areas where similar-sized lots have been built upon. The City needs to consider the conditions under which building on these vacant lots would be compatible with the orderly development of the city.

The Subdivision Map Act provides for merger by the City of contiguous substandard parcels held by the same owner, under certain specified conditions. A local ordinance in conformance with State law is required if the City chooses to implement this type of merger.

**POLICY 30 Establish regulations under which existing substandard vacant lots may become building sites based on neighborhood norms.**

Program HH Amend the Zoning Ordinance to specify conditions under which substandard vacant lots may be considered building sites.

**POLICY 31 Study regulations to allow the City to initiate merger of contiguous substandard parcels held by the same owner.**

## 2.15 LAND USE MAP, CATEGORIES, AND STANDARDS

All land within Pacific Grove can be grouped into categories, as shown on the Land Use Map provided with this General Plan.<sup>9</sup> The Land Use Map depicts proposed land use for Pacific Grove through the year 2010. (A “map” is similar to a “diagram”—which is all that the State planning law requires—but a map may be more specific. The Attorney General in 67 Ops. Cal. Atty. Gen. 75 [1984] discussed the difference between the words “map” and “diagram,” stating that a “map” refers to preciseness whereas “diagram” represents approximation.) While the law does not require specificity as to individual parcels, the boundary lines between land use designations on Pacific Grove’s Land Use Map are delineated as specifically as possible, in most cases following parcel lines.

Listed on the following pages are the land use categories that appear on the Land Use Map, along with their definitions. While the land use categories are implemented through more specific and detailed zoning designations, the General Plan provides the overall parameters of density and intensity. In addition, there is a brief description of where in the city the designation may be found.



By law, “standards of population density and building intensity” must be determined for each land use category. The Pacific Grove General Plan uses floor area ratio to establish measures of building intensity in non-residential land use districts, and employs dwelling units per net acre as the measure of building intensity in residential land use districts. Residential land use districts employ measures of building intensity and of population density. Non-residential districts only employ measures of building intensity. In this General Plan, in the event of a discrepancy between residential units per acre and persons per acre, the building intensity in units per net acre (and not the density of population) governs. The densities designated (in dwelling units and in persons per net acre) are maximums which are to be allowed only in developments that promote the City’s goals for orderly, well-planned, and balanced development consistent with the historic nature of Pacific Grove and the capacity of and the limits imposed by the City’s infrastructure, and ability to assimilate new growth. (See Land Use Goal 1.)

Although Pacific Grove ordinances are written with the intent of providing realistic standards for each zone, in the determination of allowable building density or intensity, whether residential or commercial, the maximums assigned to the various land use categories do not constitute an entitlement, nor is there any guarantee that any individual project, when tested against the policies of the General Plan, will be able to or will be permitted to achieve the maximums indicated.

Standards of building intensity for residential uses are stated as the allowable range of dwelling units per *net* acre. In the cases of the Low Density Residential (LDR) and Medium Density Residential (MDR) designations, the density ranges for specific neighborhoods have been tailored to ensure compatibility with adjacent residential development patterns. Neighborhood planning areas are shown in Figure 2-7.

The dwelling unit densities apply only to the creation of new lots. Existing legal building sites which are smaller than permitted under these densities will remain conforming lots of record.

Standards of population density for residential uses were derived by multiplying the allowable number of dwelling units per net acre by the assumed average number of persons per dwelling unit. The average number of persons per dwelling unit for each residential designation was extrapolated from estimates

by the California Department of Finance for Pacific Grove, and ranges from 2.0 to 2.25 persons per unit. These figures are averages, and they are not intended to be used as measures of how many people may be allowed to live in a dwelling unit; nor is there any intent by the City that these averages be used to deny the addition of rooms to dwelling units.

Standards of building intensity for non-residential uses are stated as maximum floor area ratios (FARs). FAR is defined in Figure 2-8 and in the Glossary.

### 2.15.1 Residential

**Low Density Residential (LDR).** Four low density residential categories are specified. The LDR1.0 designation provides for single-family homes. It is the city’s lowest density residential category, allowing a maximum of one unit per net acre. Assuming an average of 2.25 persons per dwelling unit, this category allows up to 2.25 persons per acre. It is applied on the General Plan Land Use Map to most of the Asilomar Dunes neighborhood.

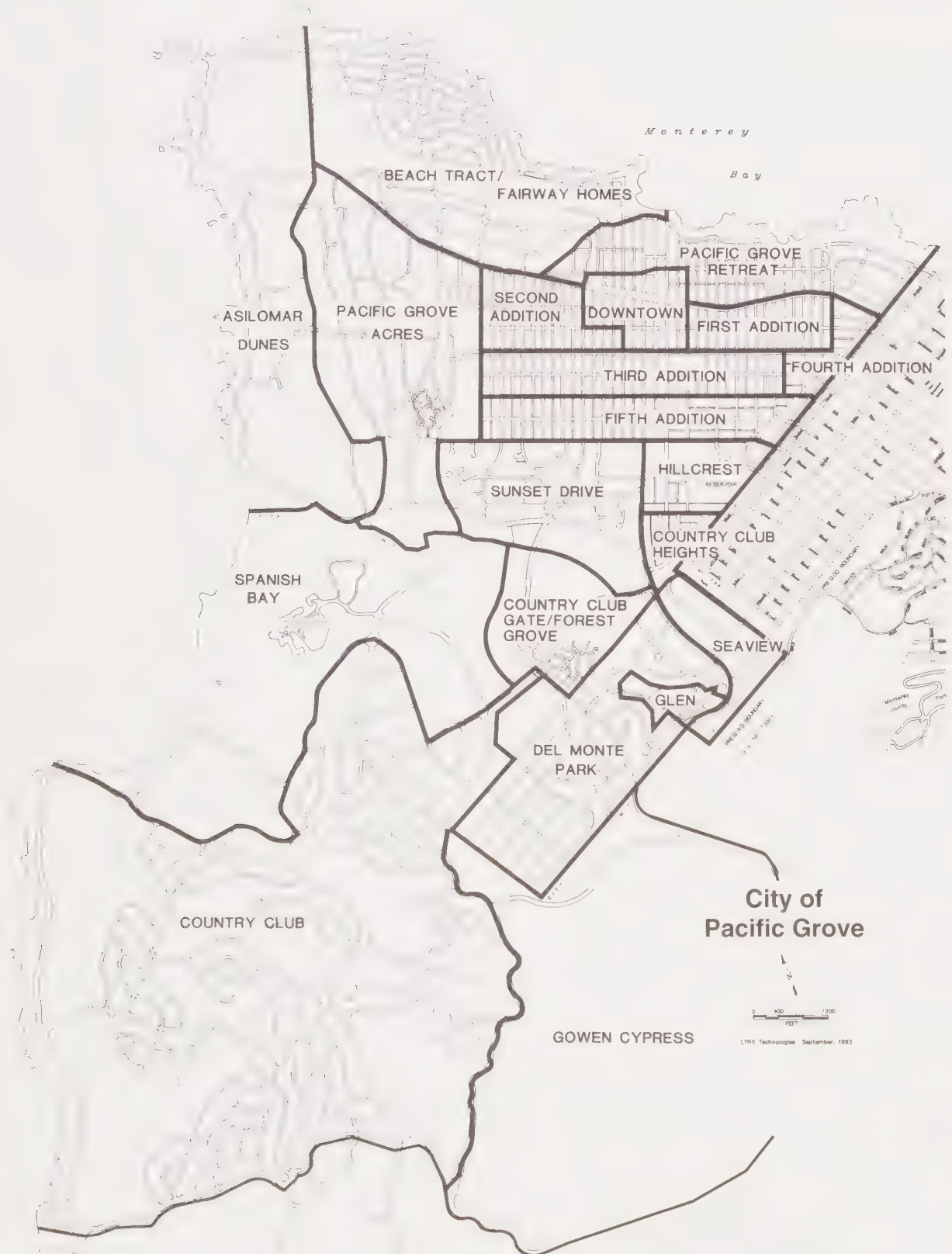
The LDR2.0 designation provides for single-family homes, up to two units per net acre. Assuming an average of 2.25 persons per dwelling unit, this category allows up to 4.5 persons per net acre. It is applied on the General Plan Land Use Map to parcels in the Asilomar Dunes neighborhood that front on Asilomar Avenue north of Pico Avenue.

The LDR4.4 designation provides for single-family homes, secondary residential units (“second units”), public and quasi-public uses, and similar and compatible uses. Residential densities are allowed to a maximum of 4.4 units per net acre. Assuming an average of 2.25 persons per dwelling unit, the LDR4.4 designation allows up to 10 persons per acre. It is applied on the General Plan Land Use Map to the Pacific Grove Acres neighborhood.

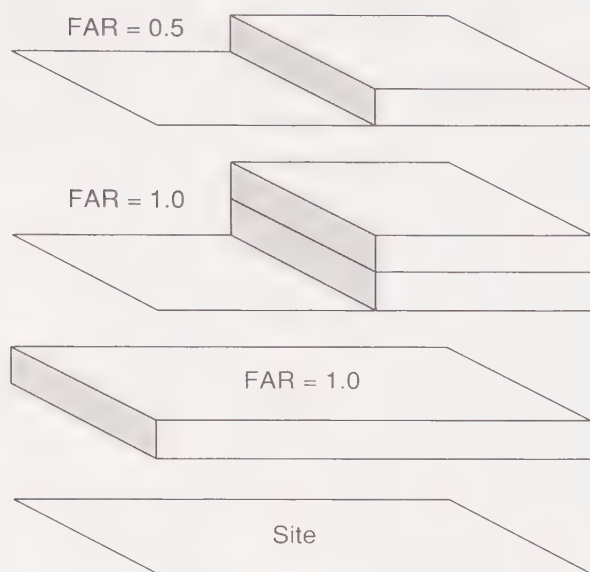
The LDR5.4 designation provides for single-family homes. Residential densities are allowed to a maximum of 5.4 units per net acre. Assuming an average of 2.25 persons per dwelling unit, the LDR5.4 designation allows up to 12 persons per acre. It is applied on the General Plan Land Use Map to the Glen Townhomes and Glen Heights condominium planned unit development. The several LDR designations, their maximum densities in units and persons per acre, and where they are applied on the General Plan Land Use Map are shown in Figure 2-9.



**Figure 2-7**  
**Neighborhood Planning Areas**



**Figure 2-8**  
**Diagrammatic Examples of Floor Area Ratios**



Source: Naphtali H. Knox & Associates, Inc.

Floor Area Ratio (FAR) is commonly used in zoning and is generally defined as the maximum gross floor area permitted on a site, divided by the total net area of the site, expressed in decimals to one or two places. For example, on a site with 10,000 net square feet of land area, a Floor Area Ratio of 1.0 will allow 10,000 gross square feet of building floor area to be built. On the same site, an FAR of 1.5 would allow 15,000 square feet of floor area; an FAR of 2.0 would allow 20,000 square feet; and an FAR of 0.5 would allow only 5,000 square feet.

**Figure 2-9**  
**Allowable Densities for Creating New Lots in Low Density Residential Neighborhoods**

Designation	Neighborhood	Minimum Lot Size in Square Feet	Maximum Density Units per Acre	Maximum Persons per Acre	Most Intense Use Permitted
LDR 1.0	Asilomar Dunes	43,560	1.0	2.25	SFD
LDR 2.0	Asilomar Dunes along Asilomar Avenue north of Pico Avenue	21,780	2.0	4.5	SFD
LDR 4.4	Pacific Grove Acres	10,000	4.4	10	SFD & SU
LDR 5.4	The Glen	N/A	5.4	12	SFD

SFD = Single-family dwelling

SU = Secondary residential unit

Source: Community Development Department, July 1992

**Medium Density Residential (MDR).** This designation provides for single-family, duplex, and multi-family residential units, public and quasi-public uses, and similar and compatible uses. Within the MDR designation, secondary residential units are allowed in all R-1 zones. This designation provides a residential density ranging from 7 to 17.4 units per net acre. Assuming an average of 2.0 persons per dwelling unit, it allows between 14 and 34 persons per acre. The several MDR designations, their maximum densities in units and persons per acre, and where they are applied

on the General Plan Land Use Map are shown in Figure 2-10.

**High Density Residential (HDR).** This designation provides for single-family, duplex, and multi-family residential units, bed and breakfast inns, public and quasi-public uses, and similar and compatible uses. It has four tiers or levels: residential densities range up to 19.8 units per net acre in the HDR19.8 district; up to 21.8 units per net acre in the HDDR21.8 district; up to 24.8 units per net acre in the HDR24.8 district;

**Figure 2-10**  
**Allowable Densities for Creating New Lots in Medium Density Residential Neighborhoods**

Designation	Neighborhood	Minimum Lot Size in Square Feet	Maximum Density Units per Acre	Maximum Persons per Acre	Most Intense Use Permitted
MDR 7.0	Country Club Gate Condos	N/A	7.0	14	SFD
MDR 7.0	Seaview / Forest Hill Boulevard	6200	7.0	14	SFD & SU
MDR 7.3	Fairway Homes / Beach Tract/ Hillcrest / Country Club Heights/ Sunset /Methodist Church Site	6000	7.3	14	SFD & SU
MDDR 8.7	Dennett Duplex Block	10000	8.7	17	Duplex
MDR 9.3	Forest Grove Condos	N/A	9.3	18	SFD
MDR 9.7	Del Monte Park	4500	9.7	19	SFD & SU
MDR 10.0	Pine Garden Lane	4350	10.0	20	SFD & SU
MDR 10.9	Fourth and Fifth Additions	4000	10.9	21	SFD & SU
MDR 12.1	Second and Third Additions/ Forest Park Tract	3600	12.1	24	SFD & SU
MDDR 17.4	Corner of Congress & Sinex	5000	17.4	34	Duplex

*SFD = Single-family dwelling*

*SU = Secondary residential unit*

*Source: Community Development Department, July 1992*

and up to 29.0 units per net acre in the HDR29.0 district. The High Density Residential designation assumes an average of 2.0 persons per dwelling unit, which would allow up to 58 persons per net acre in the HDR29.0 designation. The several HDR designations, their maximum densities in units and persons per acre, and where they are applied on the General Plan Land Use Map are shown in Figure 2-11.

**Professional Office or High Density Residential (PO/HDR).** This designation provides for single-family, duplex, and multi-family residential units, professional offices, bed and breakfast inns, public and quasi-public uses, and similar and compatible uses. This designation provides for a residential density of up to 29.0 units per net acre. Assuming an average of 2.0 persons per dwelling unit, it would allow up to 58 persons per net acre. The PO/HDR designation is applied on the General Plan Land Use Map to Forest Avenue between Pine and Sinex Avenues, to Pine Avenue between Grand and Congress Avenues, and to Lighthouse Avenue between Cypress Avenue and Cedar Street.

**Mobile Home Residential (MHR).** This is a residential category that allows only mobile homes and accessory uses, up to 14 units (about 28 persons) per net acre. Its primary purpose is to protect existing mobile home parks from being converted to other

residential or non-residential uses. This designation is applied on the General Plan Land Use Map to the Monarch Pines Mobile Home Park.

**Group Quarters (GQ).** This category allows residential living arrangements—other than the usual house, apartment, or mobile home—in which two or more unrelated persons share living quarters and cooking facilities. Its purpose is to allow “institutional” group quarters, such as licensed residential care facilities for 25 or more persons and orphanages, and “non-institutional” group quarters, such as dormitories, shelters, and large boarding houses. Residential densities range from 13 to 55 bedrooms per net acre. Since the GQ designation assumes one person per bedroom, the residential density is the same as the number of bedrooms per net acre. This designation is applied on the General Plan Land Use Map to existing group quarters facilities: Canterbury

On adoption of this General Plan, the Zoning Ordinance will be revised to reflect that residential care facilities for six or fewer persons are allowed in any Residential district, and that residential care facilities for 7 to 24 persons are allowed in multi-family districts with a use permit.



Woods, Forest Hill Manor, Del Monte Rest Home, and Gateway Center. Group Quarters shall be limited to the boundaries shown on the Land Use Map.

### 2.15.2 Visitor Accommodations

**Visitor Accommodation or Medium High Density Residential (VA/MHDR).** This is a medium high density residential designation that also allows hotels, motels, adult communities, retirement homes, and rest homes. The maximum density for both visitor accommodation units and residential units is 17.4 units (about 35 persons) per net acre. The maximum density at 17 Mile Drive Village is 9.3 units per net acre. The VA/MHDR designation is applied on the General Plan Land Use Map to the western end of Lighthouse Avenue and to the western end of Sinex Avenue, and to the 17 Mile Drive Village site.

**Visitor Accommodation (VA).** This designation provides for overnight lodging facilities and limited appurtenant public restaurants and shops where appropriate (LUP, 3.3.4.2). The VA designation is applied on the Land Use Map to two existing motel sites (at Asilomar and Jewell Avenues and on Sunset Drive) within the coastal zone. Floor area ratio should not exceed 0.5.

### 2.15.3 Commercial

**Downtown (D).** This designation provides for retail and service uses, offices, restaurants, entertainment and cultural facilities, multi-family residential units above the ground floor, gasoline service stations, public and quasi-public uses, and similar and compatible uses. While many of these uses are allowed in other commercial districts, the intent of the D category is to promote personal services and retail sales while enhancing the vitality and character of the city's historic commercial area.

The combined floor area ratio for commercial and office uses should not exceed 2.0. However, a bonus of up to 0.3 FAR may be granted for specific upper floor uses that further the goals of the General Plan. The maximum residential density will range from 20 to 30 units per net acre, and residential densities will not exceed the maximum density in the nearest residential designation unless a finding is made that a higher density will further the goals of the General Plan. An average of 2.0 persons per dwelling unit is assumed, for a maximum of 40 to 60 persons per acre. Use permits will be required for residential uses in the D classification.

The D designation is applied on the General Plan Land Use Map to the Downtown commercial core

Figure 2-11

#### Allowable Densities for Creating New Lots in High Density Residential Neighborhoods

Designation	Neighborhood	Minimum Lot Size in Square Feet	Maximum Density Units per Acre	Maximum Persons per Acre	Most Intense Use Permitted
HDR 19.8	Pacific Grove Retreat	3600	19.8	39	Multi-family 2200 sq.ft. per dwelling unit
HDDR 21.8	R-2 Section of First Addition (bounded by Lighthouse Avenue, the easterly city limits, Pine Avenue, and 14th Street)	3600	21.8	43	Duplex 2000 sq.ft. per dwelling unit
HDR 24.8	Mermaid Avenue neighborhood	1760	24.8	49	Multi-family 1760 sq.ft. per dwelling unit
HDR 29.0	Multi-family areas west and south of the Downtown; Sunset Drive west of Cedar; Forest Avenue north of Country Club Gate Center; multi-family areas adjacent to Forest Hill; Presidio Boulevard/Funston Avenue multi-family area	3600 for Additions to the PG Retreat 4000 interior lot, 6000 corner lot for other areas	29.0	58	Multi-family 1500 sq.ft. per dwelling unit

Source: Community Development Department, July 1992



*Presidio-Austin commercial area*

along Lighthouse Avenue. Downtown includes a portion of the Pacific Grove Retreat and is bounded roughly by Central Avenue, 12th Street, Pine Avenue, and Cypress Avenue.

**Central-Eardley Commercial (CEC).** This designation provides for retail and service uses, offices, restaurants, parking lots, multi-family residential units, public and quasi-public uses, and similar and compatible uses. The floor area ratio should not exceed 1.5 for parcels fronting on Central Avenue and 2.5 for parcels fronting on the south side of Sloat Avenue between Dewey Avenue and Eardley Avenue. The floor area ratio for the American Tin Cannery site should not exceed 2.0.

This designation is applied on the General Plan Land Use Map to the commercial area bounded by the eastern city limits, Ocean View Boulevard, Dewey Avenue, and the rear property lines of parcels fronting on the south side of Central Avenue.

**Forest Hill Commercial (FHC).** This designation provides for retail and service uses, offices, restaurants, gasoline service stations, multi-family residential units, public and quasi-public uses, and similar and compatible uses. The floor area ratio should not exceed 1.0. This designation is applied on the General Plan Land Use Map to the Forest Hill commercial area south of David Avenue.

**Country Club Gate Shopping Center (CCG).** This designation provides for retail and service uses, grocery stores, restaurants, offices, public and quasi-public uses, and similar and compatible uses. The floor area ratio should not exceed 0.22 in accordance with Use Permit No. 1001. The CCG designation is

applied on the General Plan Land Use Map to the Country Club Gate Shopping Center at Forest and David Avenues.

**Presidio-Austin Commercial (PAC).** This designation provides for retail and service uses, offices, multi-family residential units, public and quasi-public uses, and similar and compatible uses. The floor area ratio should not exceed 0.75. The PAC designation is applied on the General Plan Land Use Map to the Presidio-Austin commercial area.

**Sunset Service Commercial (SSC).** This designation is intended to provide for retail and services uses, offices, restaurants, gasoline service stations, fabrication, and light manufacturing. However, heavy commercial, industrial, and manufacturing uses are allowed with a use permit. The floor area ratio should not exceed 1.3. The SSC designation is applied on the General Plan Land Use Map to the Sunset Drive commercial/industrial area.

**Visitor Commercial (VC).** This designation provides for visitor accommodations, food and drink establishments, visitor-oriented retail commercial activities, public parking facilities, and public parking facilities in conjunction with residential use (LUP, 3.3.4.2). The floor area ratio should not exceed 1.5. The maximum density for residential use is 20 units per acre (or up to 30 units per acre if a density bonus is granted to provide housing for lower income households). The VC designation is applied to certain coastal zone areas in the vicinity of Lovers Point. Visitor accommodations are allowed only in the R-3-M zoning district.

**Neighborhood Commercial (NC).** This designation provides for neighborhood and locally-oriented retail and service uses. The intent of this category is to limit uses to the current and historical uses of the properties to which the category is applied. No use will be allowed without a use permit. The floor area ratio for commercial uses should not exceed 0.4 or the prevailing floor area ratio in the surrounding neighborhood, whichever is greater, and buildings will be limited to one story. This designation is applied on the General Plan Land Use Map to the existing commercially-used site at the corner of Shafter and Buena Vista Avenues, to the Mission Linen site at Congress Avenue and Sunset Drive, to the nursery site on David Avenue west of Patterson Lane, and to the mortuary site on the corner of Lighthouse Avenue and Monterey Avenue.

#### 2.15.4 Public

**Public (P).** This designation provides for government-owned facilities, including government buildings and grounds, public schools and school district offices, and similar and compatible uses. Floor area ratio should not exceed the FAR for the zoning district in which the use is located. In the case of properties zoned “U” (Unclassified), the FAR should not exceed the floor area ratio of the least intensive adjacent district. The P designation is applied on the General Plan Land Use Map to all City facilities, to the post office, and to Pacific Grove Unified School District properties.

This designation does not include quasi-public uses such as private schools, hospitals, convalescent hospitals or nursing homes, churches, or utilities. Consistent with the General Plan, the Zoning Ordinance provides that churches, schools, hospitals, public utilities, and quasi-public buildings may, with a use permit, be permitted in any district.

#### 2.15.5 Open Space

**Open Space (O).** This designation provides for recreation areas, wildlife and forest preserves, and waterfront areas. Parks, playgrounds, public or civic buildings, structures, and parking facilities, to the degree they are pertinent to and compatible with open land uses, are allowed with a use permit. On the Local Coastal Program Land Use Plan map, the use of coastal zone areas or facilities designated OS-R (Open Space Recreational) is limited to low-intensity, day-use recreational activities (LUP, 3.3.4.3). The FAR for development in O-designated areas should not exceed 0.1. The O designation is applied on the General Plan Land Use Map to City-, State-, and federally-owned parks and open space.

**Open Space-Institutional (OSI).** This designation provides for coastal-related facilities and activities within the coastal zone (LUP, 3.3.4.3). Floor area ratio should not exceed 0.2. The OSI designation is applied on the General Plan Land Use Map to Asilomar Conference Grounds, the shorefront lands east of Third Street (Hopkins Marine Station and Monterey Bay Aquarium), and existing City, Navy, and Coast Guard facilities at the Lighthouse Reservation.





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# 3 Housing

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Under the requirements of State law contained in Article 10.6 Government Code Section 65580 *et seq.*, every city and county in California must prepare a housing element as part of its General Plan. These elements are to be prepared every five years. The housing element must document in detail the existing housing stock and existing and projected housing needs. Responding to these requirements, this chapter profiles Pacific Grove's existing housing, assesses existing and projected needs, analyzes resources available to meet these needs, and reviews governmental and non-governmental constraints on the production of affordable housing. The element covers the period through July 1, 1998.

## 3.1 REVIEW OF THE PREVIOUS HOUSING ELEMENT

The following is a review of the 1985 Housing Element to determine whether the City achieved its five-year objectives and to identify changes needed in the 1994 Housing Element. A complete analysis of the previous Housing Element is available in a report on file in the Community Development Department.

**GOAL:** Decent and safe housing within a suitable living environment for every resident of Pacific Grove.—*In 1985, Pacific Grove had between 350 and 380 dilapidated units in need of replacement. In 1991 only two units in the city were dilapidated. An additional 41 were in substantial need of rehabilitation.*

**POLICY:** Sufficient residential building activity to provide adequate housing opportunities for 16,630 persons by 1990.—*Pacific Grove has over 7,900 residential units, sufficient to house 16,630 persons without overcrowding.*

**PROGRAM:** Accommodate the housing needs of about 440 new residents between 1985 and 1990.—*From 1985 to 1990, 372 units were constructed (173 single-family units, 72 duplex units, and 127 multi-family*

*units). New construction was constrained by a moratorium on construction enacted by the Monterey Peninsula Water Management District.*

**PROGRAM:** Evaluate city-owned land and air-space for the development of affordable rental housing for lower income households including the handicapped and elderly.—*Possibilities were evaluated informally but no action was taken.*

**PROGRAM:** Fund and administer the housing rehabilitation program for lower income homeowners and for owners of rental units providing affordable housing for persons of low income, the elderly, and handicapped.—*The City has used funds received from the repayments of housing rehabilitation loans made during the 1980s to fund additional housing rehabilitation programs. The program will be maintained and enhanced.*

**POLICY:** Work to eliminate unnecessary constraints on the development of affordable housing.—*The City waived fees and expedited the permit review process for affordable housing units. This policy will be included in the 1994 Housing Element.*

**PROGRAM:** Give favorable consideration to developments that expand the stock of affordable rental housing for low and moderate income households and the elderly.—*The City approved 27 affordable rental units during the period from 1985 to 1990. The City gives special consideration to projects that include affordable housing.*

**PROGRAM:** Award "bonus" units to developers of rental housing that set aside a specific number of housing units to persons with low or very low income.—*The City awarded 25 bonus units between 1985 and 1990.*

**PROGRAM:** Support the sale of revenue bonds to generate capital for the development of affordable housing.—*The City supported bonds associated with the development of 17 Mile Drive Village in exchange for 17 units being set aside for lower income households. The City*



*A cottage in the Pacific Grove Retreat*

*supported revenue bonds for affordable housing sold by the Monterey County Housing Authority.*

**GOAL:** Cooperate with other units of government in the development of affordable housing.—*The City cooperated with adjacent jurisdictions and State and federal agencies in activities associated with the development of affordable housing.*

**PROGRAM:** Cooperate with Monterey County in land use planning and the identification of suitable sites for new housing on lands adjacent to existing city boundaries.—*Goal achieved. See details in report on file in the Community Development Department.*

**PROGRAM:** Continue to encourage rental property managers to accept renters approved for Section 8 Rental Assistance by the Monterey County Housing Authority.—*Goal achieved. See details in report on file in the Community Development Department.*

**PROGRAM:** Support Army policy to develop additional on-post family housing at Fort Ord and additional bachelor housing at the Presidio of Monterey.—

*This support took the form of participation in joint Army/civilian housing planning.*

**PROGRAM:** Work with AMBAG to promote the concept of housing planning and assistance on an area-wide basis.—*The City was an active participant in AMBAG housing activities.*

**GOAL:** Integrate planning for housing with all other aspects of community development. —*Goal achieved. See details in report on file in the Community Development Department.*

**POLICY:** Give full consideration to housing-related impacts of any economic, environmental, or fiscal policies related to elements of the general plan.—*The City undertook its first complete revision of the General Plan since 1973.*

**PROGRAM:** As part of the annual general plan review, evaluate the housing capacity of all parcels zoned residential to ensure that adequate capacity is available for projected housing needs.—*Goal achieved. See details in report on file in the Community Development Department.*

**PROGRAM:** In preparing or amending the general plan or local coastal plan, ensure that all non-housing-related policies are compatible with the policies of this housing element.—*Goal achieved. See details in report on file in the Community Development Department.*

**PROGRAM:** During the implementation of the housing element do not establish any annual quota limitation on the construction of new housing, absent specific findings.—*Goal achieved. The City did not create or establish any annual quota limitation on new construction during the period 1985-1990.*

**POLICY:** Regulate and control new development so that historic/architectural features of the existing housing stock are given highest priority for preservation.—*Goal achieved. The City adopted a Historic Preservation Element and established a moratorium on the demolition of historic structures.*

**PROGRAM:** Develop a system of intra-neighborhood pedestrian and bicycle pathways.—*Goal partially achieved. The City amended its bikeway plan and added a Class II bikeway along Sunset Drive.*

**PROGRAM:** Promote the concept of mixed-use development in areas zoned commercial.—*Goal partially achieved. The City developed a policy for this Gen-*



eral Plan update during the period of the 1985 Housing Element.

**GOAL:** Retain a variety of housing types to ensure the maximum housing choice for persons at all income levels.—*Goal achieved. See details in report on file in the Community Development Department.*

**PROGRAM:** Issue permits for new construction, residential additions, and auxiliary housing units to accommodate an estimated city population of 16,630 by 1990. Set an objective of accommodating 200 new household formations, in large part through revitalization of the existing housing stock.—*Goal achieved. The City approved 372 housing units that were constructed between 1985 and 1990.*

**PROGRAM:** Encourage housing developments that tend to maintain a tenure mix of 50 percent owner-occupied and 50 percent renter-occupied housing.—*Goal achieved. See details in report on file in the Community Development Department.*

**PROGRAM:** Offer flexible development standards including increased densities and land cost write-downs for projects that provide affordable housing to persons with incomes below 80 percent of county median.—*No projects requesting land cost write-downs were proposed between 1985-1990.*

**GOAL:** Provide for equal access to housing for all persons.—*Goal achieved. See details in report on file in the Community Development Department.*

**POLICY:** Continue to enforce standards for equal opportunity in housing.—*Goal achieved. The City participated in State and federal fair housing activities during the period of the 1985 Housing Element.*

**PROGRAM:** Participate in public and private efforts to enforce fair housing practices and to mediate reported cases of discrimination.—*Goal achieved. The City participated in efforts to enforce fair housing practices and contributed financial support for local mediation activities between 1985-1990.*

**PROGRAM:** Continue to operate a renter/landlord mediation service.—*Goal achieved. The City participated actively in and contributed financially to renter/landlord mediation activities during the period of the 1985 Housing Element. Activities included overseeing management at 17 Mile Drive Village and other rental properties where conflicts surfaced between tenants and management.*



*A single-family residential neighborhood*

## 3.2 POPULATION AND HOUSEHOLD CHARACTERISTICS

The population of Pacific Grove grew slowly during the 1980s, increasing from 15,755 to 16,117. The 1990 population included 230 persons living in group quarters; the remaining 15,887 lived in the city's 7,342 households.

Each household had an average of 2.16 persons, a figure that has remained stable throughout the last decade. (See Figure 3-1.)

The U.S. Census distinguishes between family households and non-family households. In 1990, 11,276 persons lived in Pacific Grove's 4,121 families. The average number of persons per family was 2.74. A family is "a household with at least two people who are related, one of whom must be the householder." The relationship may be by birth, marriage, or adoption. The family definition includes married couples as well as single-parent families.

**Figure 3-1  
Population**

Persons	16,117
Persons in Group Quarters	230
Household Population	15,887
Number of Households	7,342
Persons per Household	2.16
Persons in Families	11,276
Number of Families	4,121
Persons per Family	2.74

Source: U.S. Census, 1990

Data in each figure in this chapter reflects the source from which it is derived. Sometimes, however, sources differ in the methods they use, and this can produce apparent discrepancies in the data between figures.

Married couples made up 44.2 percent of the city's households, but less than half of these families had related children living in the household. Families headed by males, without a wife present, were 2.7 percent of households; about half of these had children. Female-headed households, with no husband present, were about 9.3 percent of households, and nearly two-thirds of them have children. (See Figure 3-2.)

Although families make up more than half of Pacific Grove's households, non-family households are nearly 44 percent of the total. Of these, three-quarters have only one person, most of them women. Non-family households with more than one person account for 10.7 percent of all households, almost evenly divided between those headed by men and women.

**Figure 3-2**  
**Types of Households**

	Number	Percent
<b>Family households</b>	4,121	56.1%
Married couple	3,245	44.2%
With related children	1,206	16.4%
With no related children	2,039	27.8%
Male head, no wife	197	2.7%
With related children	101	1.4%
With no related children	96	1.3%
Female head, no husband	679	9.3%
With related children	416	5.7%
With no related children	263	3.6%
<b>Non-family households</b>	3,221	43.9%
Single person	2,435	33.2%
Male	768	10.5%
Female	1,667	22.7%
2 or more persons	786	10.7%
Male head	435	5.9%
Female head	351	4.8%
<b>Total Households</b>	<b>7,342</b>	<b>100.0%</b>

Source: U.S. Census, 1990

### 3.3 HOUSING PROFILE

#### 3.3.1 Housing Growth and Composition

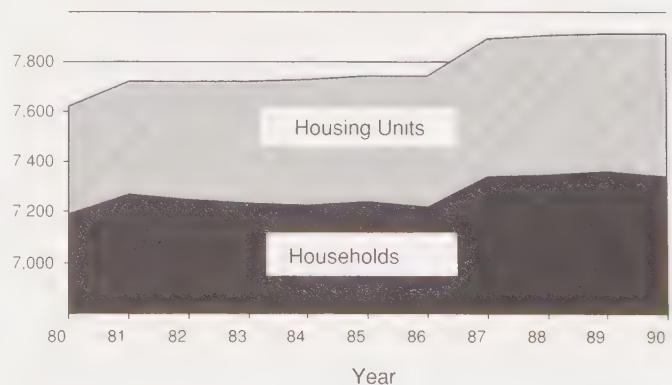
Between 1970 and 1980, the number of housing units in Pacific Grove increased by 27.7 percent, from 5,968 to 7,624 units. Included in this increase were the 1,040 units added with the annexation of Del Monte Park in 1973. Between 1980 and 1990, the number of units increased by only 3.8 percent to 7,916. The increase from 1980 to 1981 includes 88 detached single-family dwellings that were acquired in the Asilomar annexation. The increase from 1986 to 1987 includes 84 apartment units that were constructed at 17 Mile Drive Village. The increase in housing units slightly exceeded the 2.02 percent increase in households during the last decade. (See Figure 3-3.)

In 1990, single-family units accounted for 67.2 percent of all units, with the remaining 32.8 percent distributed among two- to four-unit structures (11.8 percent), developments of five or more units (18.5 percent), and mobile homes (1.4 percent). An additional 92 units (1.2 percent) were not classified by type in the 1990 Census. Figure 3-4 shows a detailed breakdown of the types of units.

#### 3.3.2 Occupancy and Vacancy Rates

Of the city's 7,916 housing units, 7,342 were occupied by households in 1990. (See Figure 3-5.) The households were nearly evenly divided between owner-occupants (44.3 percent) and renters (48.4 percent). The remaining 574 units (7.3 percent) were vacant as of April 1, 1990, the date of the Census. Based on past experience, the City staff believes that

**Figure 3-3**  
**Housing Unit and Household Growth, 1980-1990**



Source: California Department of Finance, 1992

the vacancy rate measured by the U.S. Census overstates the number of vacancies in Pacific Grove.

The California Department of Housing and Community Development (1987 *California Statewide Housing Plan, Phase I*) suggests that an overall vacancy rate of 5.0 percent in urban areas generally indicates a market reasonably well-balanced between supply and demand. Therefore, the 7.3 percent vacancy rate in Pacific Grove would seem to indicate adequate consumer opportunity for mobility and choice in living accommodations. However, many of these vacant units were not available to housing consumers: 203 of the vacant units were counted as seasonal vacancies, *i.e.*, they were only temporarily vacant, awaiting the return of owners or tenants at a different time of the year. An additional 56 units were vacant for unspecified reasons, and 64 had been rented or sold but not yet occupied. Only 168 units (2.1 percent) were available for rent and 83 (1.1 percent) were available for sale.

Because so many of Pacific Grove's vacant units were not on the market in 1990, the effective vacancy rate was lower than ideal at 3.2 percent. The occupancy of units varies by type. Larger buildings are occupied almost entirely by renters, while single-family homes are occupied primarily (although not entirely) by owners. Over 30 percent of single-family homes were occupied by renters. (See Figure 3-6.)

### 3.3.3 Impact of Fort Ord Closure

As a result of decommissioning the U.S. Army post at Fort Ord, approximately 31,000 Army personnel and

dependents have left the area, beginning in the summer of 1993. According to the Association of Monterey Bay Area Governments (AMBAG) estimates, some 227 Fort Ord Army personnel lived off-base in Pacific Grove. Including dependents, their departure may have resulted in approximately 500 persons leaving Pacific Grove.

The impact of relocating the housing for personnel attending the Defense Language Institute and Naval Postgraduate School may also be felt in Pacific Grove. In its latest population projections, AMBAG foresees a decrease in Pacific Grove's population from 16,117 in 1990 to 15,987 in 1995, with a recovery to 16,758 by 2000. The projections involve a number of assumptions, so the figures are highly tentative.

The departure of these military personnel and their families could have a substantial impact on the housing market in Pacific Grove. The departure of 227 households would raise the overall vacancy rate to 10.1 percent and increase the effective vacancy rate (excluding units that are not available for sale or rent) to 6.0 percent.

At this writing, the closing of Fort Ord is still in process. Impacts on Pacific Grove, if any, are still developing and have not yet been evaluated. The closure is likely to result in more housing being available in Pacific Grove and at lower cost. This effect may be offset, however, as additional households move to the Monterey Peninsula to take advantage of the newly available housing.

**Figure 3-4**  
**Number of Units by Type of Structure**

Units In Structure	All Units	
	Number	Percent
Single-family	5,319	67.2%
Duplex	501	6.3%
3 or 4 Units	437	5.5%
5 to 19 Units	978	12.4%
20 + Units	482	6.1%
Mobile home/Other	199	2.5%
<b>Total</b>	<b>7,916</b>	<b>100.0%</b>

Source: U.S. Census, 1990

**Figure 3-5**  
**Housing Units**

	Number	Percent
Total Units	7,916	100.0%
Occupied	7,342	92.7%
Owner	3,508	44.3%
Renter	3,834	48.4%
Vacant	574	7.3%
For rent	168	2.1%
For sale	83	1.1%
Rented/sold	64	0.8%
Seasonal	203	2.6%
Other	56	0.7%

Source: U.S. Census, 1990



**Figure 3-6**  
**Occupancy of Housing Units by Type of Structure**

Units in Structure	Owner-occupied		Renter-occupied		Vacant	
	Number	Percent	Number	Percent	Number	Percent
Single-family	3,260	61.3%	1,641	30.9%	418	7.9%
Duplex	58	11.6%	402	80.2%	41	8.2%
3 or 4 Units	23	5.3%	376	86.0%	38	8.7%
5 to 19 Units	52	5.3%	886	90.6%	40	4.1%
20 + Units	3	0.6%	457	94.8%	22	4.6%
Mobile home/Other	112	56.3%	72	36.2%	15	7.5%
<b>Total</b>	<b>3,508</b>	<b>44.3%</b>	<b>3,834</b>	<b>48.4%</b>	<b>574</b>	<b>7.3%</b>

Source: U.S. Census, 1990

### 3.4 HOUSING AGE AND CONDITION

In 1991, funded by a technical assistance grant from the California Department of Housing and Community Development (HCD), the City conducted a housing condition survey. The survey was conducted by either walking or driving by each house in the city and observing the condition of each unit's foundation, roofing, siding, windows, doors, and electrical service. The results of the survey were reported according to a system recommended by HCD that classified units as either sound or in need of various levels of rehabilitation (minor, moderate, substantial) or demolition. (Further details of the classification system can be found in "Report on the City of Pacific Grove Housing Conditions Survey, 1991.") Figure 3-7 summarizes the findings of the survey.

Many units need rehabilitation simply because they are old. As of 1990, as Figure 3-8 indicates, two-thirds of the city's housing units had been constructed before 1960 and over a quarter (2,298) were built before 1940. Many of these units were originally constructed for seasonal use and have single-wall construction and inadequate electrical wiring.

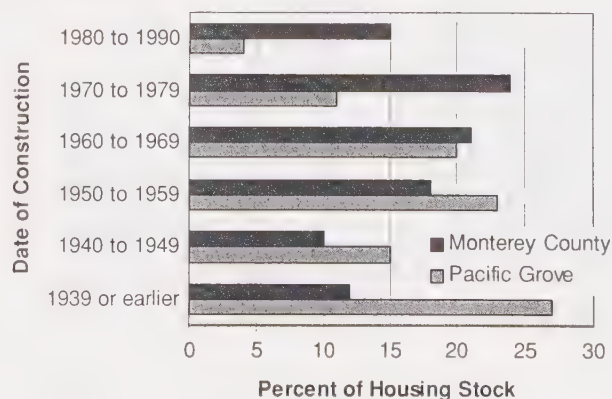
for carrying out the programs and when. If possible, they also provide a "quantified objective"—the number of housing units likely to be affected (built, conserved, or rehabilitated) by the program during that period.

**Figure 3-7**  
**Housing Condition Survey Results**

Condition	Number	Percent
Number of Dwelling Units Surveyed	6,035	100.0%
Sound	5,428	89.9%
Need Rehabilitation	605	10.1%
Minor	309	5.1%
Moderate	255	4.2%
Substantial	41	0.7%
Demolition	2	0.1%

Source: Community Development Department, January 1991

**Figure 3-8**  
**Housing Stock by Date of Construction**  
**Pacific Grove and Monterey County**



Source: U.S. Census, 1990

#### 3.4.1 Housing Age and Condition: Goals, Policies, and Programs

This section begins the listing of housing goals, policies, and programs. The following goals, policies, and programs focus on the City's efforts to rehabilitate and conserve its housing stock.

Note that housing programs, unlike the programs in other chapters of this Plan, also show who is responsible

## HOUSING ELEMENT AMENDMENT

### January 1999

*The following replaces the first two paragraphs of section 3.4, as well as Figure 3-7 of the Housing Element of the City of Pacific Grove General Plan.*

### 3.4 HOUSING AGE AND CONDITION

In 1998 a housing condition survey, funded by a planning and technical assistance grant from the California Department of Housing and Community Development (HCD), was carried out by the City. The survey was conducted by means of a door-to-door physical examination of the condition of the unit's foundation, roof, siding, windows and electrical service. In addition, a brief mail-in questionnaire pertaining to interior conditions was hand delivered. Approximately 15% of the recipients of this questionnaire mailed in responses that were used to supplement the results of the exterior survey.

The survey results were reported according to a system recommended by HCD that classified units as either sound or in need of various levels of rehabilitation (minor, moderate, or substantial) or dilapidated. Details of the survey can be found in the 1998 Housing Condition Survey Final Report. Figure 3-7 summarizes the survey findings.

Many units need rehabilitation simply because they are old. As of 1990, as Figure 3-8 indicates, two-thirds of the City's housing units had been constructed before 1960 and over a quarter (2,298) were built before 1940. Many of these units were originally constructed for seasonal use and have single-wall construction and inadequate electrical wiring.

**Figure 3-7**  
**Housing Condition Survey Results**

Condition	Number	Percent
Sound	5591	73.99
Need Rehabilitation	<u>1963</u>	<u>25.97</u>
Minor	1285	17.00
Moderate	619	8.19
Substantial	<u>59</u>	<u>.78</u>
Deteriorated (Need Demolition)	<u>3</u>	<u>.04</u>
Number of Dwelling Units Surveyed	7557	100.00%

*Source: Community Development Department, December 1998*







*An example of Pacific Grove's many distinctive homes*

## GOAL 1

**Encourage the maintenance, improvement, and rehabilitation of the City's existing housing and residential neighborhoods.**

**POLICY 1 Encourage private reinvestment in older residential neighborhoods and private rehabilitation of housing.**

**Program A** Develop an aggressive program of financial incentives to assist in the maintenance and improvement of housing.

Responsibility: City Council, Comm. Dev. Dept.

Time Frame: FY 94-96

**Program B** Develop and distribute information and suggestions to facilitate maintenance and enhancement of housing.

Responsibility: City Council

Time Frame: FY 96-97

**Program C** Identify and publicize information about monies available to low-income residents for the maintenance and enhancement of housing.

**Program D** Produce an annual Housing Resources Inventory that summarizes the City's efforts to improve its housing stock.

Objective: Annual Housing Resources Inventory

Responsibility: Committee on Affordable Housing, Comm. Dev. Dept.



*A single-family residence*

Time Frame: FY 94-95 and annually thereafter

**POLICY 2** Target homes owned by low-income households for rehabilitation assistance under City-operated rehabilitation programs.

Program E Identify areas to be targeted for rehabilitation efforts.

Areas will be identified through the annual Housing Resources Inventory.

Objective: Designation of Target Areas

Responsibility: Committee on Affordable Housing, Comm. Dev. Dept.

Time Frame: FY 94-95 and annually thereafter

**POLICY 3** Pursue available State and federal funding assistance appropriate to Pacific Grove's needs to rehabilitate housing.

Program F Continue to apply for funds under the State's Small Cities CDBG program.

The City will continue to make affordable housing rehabilitation a high priority for the use of CDBG funds.

Responsibility: City Council, Comm. Dev. Dept.

Time Frame: FY 95-96 and periodically thereafter

### 3.5 DEMOLITION AND CONVERSION

Unless they are replaced, units lost from the existing housing supply can adversely affect the availability and affordability of housing. While most units are lost through demolition, some may be lost when a residential structure is used for commercial purposes. AMBAG estimates that Pacific Grove will need 123 units from 1990 to 1996 to replace units demolished or converted to other uses. The City encourages preservation of its current housing stock by limiting demolitions and conversions.

**POLICY 4** Preserve existing housing stock by limiting conversions to non-residential uses.

**POLICY 5** Establish policies and procedures for evaluating applications for demolition of residential structures that would result in reduction of housing stock.

The evaluation will consider the implications of the demolition with respect to the retention of affordable housing. If the demolition will reduce the amount of affordable housing in Pacific Grove, the City will require the proponent of the demolition to cooperate with the City in determining the means for replacing demolished units and in providing relocation assistance to displaced residents.



*Apartments on Lighthouse Avenue*



Also see Land Use Policies 27 and 28 and Land Use Programs DD and EE. They prohibit new office uses in some parts of the R-4 district along Forest, Pine, and Lighthouse Avenues to ensure that the development of offices does not reduce, limit, or degrade the supply of housing or the residential character of those areas.

### 3.6 AT-RISK UNITS

Federal, State, and local government programs have provided both low interest loans and rent subsidies to private developers of multi-family rental housing. In return, developers were required to build and operate their rental projects under agreements which established a schedule of below-market rents for lower income households. The restrictions to low-income occupancy were set for a limited period of time, usually in accordance with the length of term of the government subsidies. When the low-income occupancy restrictions expire, the owner may convert the units to market rate rentals.

The potential impact of conversion on the state's affordable housing stock is significant. From 1990-2005, 117,000 low-income rental units in California could convert to market rate.

The housing element is required to identify the number of units at risk of conversion to market rate by 1996 and by 2001, and to include programs to mitigate or preclude the loss of any "at risk" units between 1991 and 1996.

An "Inventory of Federally Subsidized Low-income Rental Units at Risk of Conversion" shows that there are no federally subsidized units in Pacific Grove that are at risk. However, 17 units developed with City of Pacific Grove multi-family mortgage revenue bonds are at risk. The units are all part of the 17 Mile Drive Village project, located at Sinex Avenue and 17 Mile Drive.

Nine of these units are reserved for low-income tenants and have a potential conversion date of July 1996. Eight units are reserved for very low-income tenants and have a potential conversion date of July 1998. Replacement of these units by new construction would cost \$150,000 per unit based on recent construction cost of apartments of a similar size. Total replacement cost of these 17 units would be \$2,550,000. Preservation of the units by purchasing them would cost \$110,000 per unit, for a total preser-

vation cost of \$1,870,000 (based on estimated sales price as provided by the owner).

Because these units are part of a larger rental project, preservation by purchase would probably not be feasible. The City's Committee on Affordable Housing has undertaken a study of ways to preserve these units. A possible source of funds to assist with preservation is the Section 8 Moderate Rehabilitation Program. The City will attempt to involve local non-profit housing organizations in its preservation plans. An agency which has the experience and willingness to participate in these efforts is the Monterey County Housing Authority.

#### **POLICY 6    Preserve all units at risk of conversion to market rate.**

Program G    The Committee on Affordable Housing will work with non-profit organizations and others to develop a plan for preserving these units.

Objective:    Program in place by the time units are eligible to convert. Preserve 9 low-income and 8 very low-income units at 17 Mile Drive Village.

Responsibility: Committee on Affordable Housing

Time Frame:    FY 95-96

### 3.7 HOUSING NEEDS

#### **3.7.1 Pacific Grove's Share of Projected Regional Needs**

State law (Government Code §65584) requires each regional council of governments to estimate the future housing needs for its region and to allocate a "fair share" of the regional need to each locality. For the Monterey Bay Area, these determinations are made by AMBAG. The projected housing needs are based on projected population growth, employment growth, commute patterns, and sites available for development. AMBAG's determination also takes into account the need to achieve a vacancy rate that provides a range of choices for those seeking housing.

In June 1990, AMBAG updated its *Regional Housing Needs Plan* for the years 1989 through 1996. For this period, the total projected need in the Monterey Bay



region is 38,871 units. Pacific Grove's "fair share" of the regional need was calculated to be 521 units. However, this figure was developed before AMBAG assessed the impacts of the closing of Fort Ord. So far, during the period 1989-1994, 153 units have been added in Pacific Grove, leaving a requirement for 368 additional units to meet the AMBAG target.

AMBAG's housing unit allocation is differentiated by income, to meet the State goal of providing housing affordable to all income groups. The income groups are defined as:

Very low-income—less than 50 percent of the area median;

Low-income—50 to 80 percent of the area median;

Moderate-income—80 to 120 percent of the area median; and

Above moderate-income—greater than 120 percent of the area median.

Figure 3-9 shows AMBAG's projected fair share distribution for Pacific Grove for 1989 through 1996.

As Figure 3-9 indicates, to provide its regional fair share of housing through July 1996, the City will need to accommodate the development of 79 units for very low-income households, 36 units for low-income households, one unit for moderate-income households, and 405 units for above moderate-income households. However, these target figures appear high in light of the closure of Fort Ord.

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## **GOAL 2** Provide for a balanced range of housing types and densities for all economic segments of the community.

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**POLICY 7** Promote the development of a broad mix of housing types, using the current mix of housing as a guide to the type of housing to be approved.

**POLICY 8** Strive to provide the City's share of the region's housing needs.

**Program H** Produce an annual report summarizing progress made toward achieving the

**Figure 3-9**  
**Fair Share Housing Needs by Income Level,**  
**January 1989 to July 1996**

Income Category	Total Households in January 1989	Projected Households in July 1996	Total New Construction Need
Very Low-income	1,902	1,981	79
Low-income	1,497	1,533	36
Moderate-income	2,008	2,009	1
Above-moderate Income	2,617	3,022	405
<b>Total</b>	<b>8,024</b>	<b>8,545</b>	<b>521</b>

Source: Association of Monterey Bay Area Governments, "Regional Housing Needs Plan," June 1990

City's fair-share housing allocation as determined by AMBAG.

Objective: Annual Report

Responsibility: Comm. Dev. Dept.

Time Frame: FY 95-96 and annually thereafter

**POLICY 9** Pursue available State and federal funding assistance appropriate to Pacific Grove's needs to develop housing affordable to low- and moderate-income households.

**Program I** Support efforts to meet rehabilitation needs of low- and moderate-income households.

Toward these ends, the City will pursue available and appropriate State and federal funding sources.

Objective: 15 very low-income units and 15 low-income units

Responsibility: City Council, Comm. Dev. Dept., Monterey County Housing Authority

Time Frame: FY 94-95; ongoing

**POLICY 10** Grant density bonuses as required by State law to promote the inclusion of low-income and senior citizen housing (SM).

**Program J** Review and amend the City's resolution pertaining to density bonuses to assure consistency with State law (SM).

Developers must ensure the continued affordability of all lower-income units for the life of the project.

**Program K** Aggressively encourage developers of all new residential projects over five units to take advantage of the density bonus provisions (SM).

The City will promote the density bonus and other housing programs through two methods:

1. The City will prepare and distribute a brochure outlining Pacific Grove's housing policies and programs. The Community Development Department will distribute the brochure to developers and interested citizens. The brochure will emphasize opportunities for residential development in commercial zones, the availability of the City's density bonus, opportunities for redevelopment of underutilized parcels, and sources of financing.

2. The City will organize a periodic seminar for two-way communication between developers and City staff. The seminar will inform developers of the City's housing policies and programs, and developers will inform the City about the feasibility of affordable housing projects, incentives they need to increase affordable housing production, and their plans for housing development in the city. The seminar would bring together members of the City's Committee on Affordable Housing, non-profit housing developers, and housing advocacy organizations.

Objective: 20 very low-income units,  
17 low-income units

Responsibility: City Council, Comm.  
Dev. Dept.

Time Frame: FY 94-95 (amendment of  
the density bonus resolution); FY 94-98 (unit  
objective)

**POLICY 11** **Require eligibility screening for buyers/renters and resale/rent controls for the life of the project whenever below-market-rate units are included in a project pursuant to the density bonus program or other local, State, or federal requirements (SM).**

The purpose of this policy is to maintain affordability of the units to originally-targeted income groups.

**POLICY 12** **Intersperse units selling below market rate within the project whenever such units are included in a development pursuant to the density bonus program or other local, State, or federal**

**Figure 3-10**  
**Overcrowding**

	Total	Over-crowded	Percent
All Units	7,342	190	2.6%
Owner-occupied	3,508	45	1.3%
Renter-occupied	3,834	145	3.8%

Source: U.S. Census, 1990

**Figure 3-11**  
**Household Size**

Persons	All Households		Owner-occupied		Renter-occupied	
	Number	Percent	Number	Percent	Number	Percent
1	2,435	33.2%	935	26.7%	1,500	38.2%
2	2,778	37.8%	1,443	41.1%	1,335	34.0%
3	1,107	15.1%	546	15.6%	651	16.6%
4	677	9.2%	386	11.0%	291	7.4%
5 or more	345	4.7%	198	5.6%	147	3.8%
<b>Total</b>	<b>7,342</b>	<b>100.0%</b>	<b>3,508</b>	<b>100.0%</b>	<b>3,924</b>	<b>100.0%</b>

Source: U.S. Census, 1990

**requirements, and require them to be visually indistinguishable from market-rate units.**

### 3.7.2 Overcrowding and Household Size

A housing unit that has more than one person per room (excluding bathrooms and kitchens) is considered to be overcrowded. The 1990 Census revealed 190 overcrowded units in Pacific Grove, a slight increase from 1980. (See Figure 3-10.) Of these, 145 were renter-occupied and 45 were owner-occupied. The 2.6 percent rate of overcrowding in Pacific Grove was much lower than in the rest of Monterey County (15.2 percent).

**Figure 3-12**  
**Size of Units**

Number of Rooms	Number of Units	Percent of Total
1	219	2.8%
2	489	6.2%
3	1,125	14.2%
4	2,012	25.4%
5	1,915	24.2%
6	1,255	15.9%
7	513	6.5%
8	198	2.5%
9+	190	2.4%

Source: U.S. Census, 1990

The problem of overcrowding is often related to household size; *i.e.*, large families are more likely to be overcrowded. Average household size in Pacific Grove remains low at 2.16 persons per household, and the number of large households (five or more persons) is very small (4.7 percent). Over one-third of Pacific Grove households have only one person, and two-thirds have one or two persons. (See Figure 3-11.)

Figure 3-12 shows that more than half of all housing units in Pacific Grove have five or more rooms, so the problem of overcrowding is not due to the lack of units of suitable size. However, the cost of the larger units may exceed the ability of large households to pay.

**Program L** In all City housing programs, attempt to match households to appropriately sized units.

### 3.7.3 Housing Costs and Overpayment

Housing values and rents throughout California have increased dramatically since the late 1970s, and Pacific Grove has been no exception. Between 1970 and 1980, the median price for a single-family dwelling in Pacific Grove increased from \$23,500 to \$95,000 (over 300 percent). Median rents also increased during the same period from \$132 to \$302 (129 percent). The average family income in Pacific Grove, in contrast, increased by only 78 percent during the 1970s.

In 1986, the median price of units sold in Pacific Grove was \$169,000. By 1990, the median selling price had risen to \$269,916, an increase of 59.7 percent. Figure 3-13 shows the median selling prices for homes in communities in the Peninsula area between

**Figure 3-13**  
**Median Single-family Home Prices—Pacific Grove and Surrounding Communities**  
**1986 to 1990**

	Pacific Grove		Monterey		Carmel		Seaside	
	Median Price	Percent of Change	Median Price	Percent of Change	Median Price	Percent of Change	Median Price	Percent of Change
1986	\$169,042		\$175,416		\$239,666		\$94,738	
1987	175,054	3.6%	180,486	2.9%	242,577	1.2%	\$104,093	9.9%
1988	199,080	13.7%	206,000	14.1%	285,830	17.8%	\$110,970	6.6%
1989	234,750	17.9%	247,583	20.2%	346,170	21.1%	\$127,333	14.7%
1990	269,916	15.0%	279,916	13.1%	402,271	16.2%	\$137,416	7.9%
Change, 1986-90	\$100,874	59.7%	\$104,500	59.6%	\$162,605	67.8%	\$42,678	45.0%

Source: Old California Title Company, December 1990



1986 and 1990. As Figure 3-13 indicates, Pacific Grove was not the only city in the area that experienced dramatic increases in housing costs. Monterey increased 59.6 percent, Carmel 67.8 percent, and Seaside 45 percent.

The median income of Pacific Grove households in 1990 was \$33,385. With a 10 percent down payment, a household at that income level could afford to purchase a house costing \$88,000 if interest rates were at 10 percent. If interest rates were as low as 8 percent, the median-income household could purchase a house at \$105,000. So, depending on interest rates, somewhere between 3.4 percent and 5.3 percent of owner-occupied dwellings in Pacific Grove would be affordable to the median-income household. A moderate-income household at the top of that range (income at 120 percent of median) could afford to purchase between 5.4 percent and 7.1 percent of current owner-occupied dwellings. (These calculations are based on Census figures for the value of *owner-occupied* dwellings. Census data also show that a large number of single-family dwellings are currently rented. If the rented dwellings were included, the percentage of units that could be purchased by median- and moderate-income households would be somewhat higher.)

As with ownership housing, the cost of rental units in Pacific Grove and the rest of the Peninsula area is also high. Figure 3-14 shows average rental rates for apartments in the area.

Assuming that a household can afford to pay 25 percent of its income for housing, the average one-bedroom rental unit in Pacific Grove would require an annual income of over \$36,000. Based on the 1990 Census report of contract rents, only 3.7 percent of rental units were affordable to very low-income households, 32.8 percent were affordable to low-income households, and 70.1 percent were affordable to moderate-income households.

One measure of housing affordability is the proportion of household income that is paid for housing. This measure is particularly important for lower-income households (those earning less than 80 percent of the median). A household is considered to be overpaying if it spends more than 25 percent of its income on housing. By this definition, 1,377 (92.4 percent) of Pacific Grove's 1,490 lower-income renter households were overpaying. Of 813 lower-income owner-occupied households, 362 (44.5 percent) were overpaying. (See Figure 3-15.)

The cost of renting may be less expensive than the average cost of home ownership. Keeping a reasonable proportion of rental units in the community may be the most important way of providing housing for those who can't afford to own a home.

**POLICY 13 Encourage public and private housing developments that tend to maintain a mix of owner-occupied and renter-occupied housing.**

**Program M** Publish a list of sites suitable for the development of rental housing.

Responsibility: Comm. Dev. Dept.

Time Frame: FY 94-95

**Program N** Inform developers that the City welcomes the construction of rental housing to meet the objectives of this chapter.

Responsibility: Comm. Dev. Dept.

Time Frame: Ongoing

**Figure 3-14**  
**Average Rents in Pacific Grove and Surrounding Communities, January to June, 1994**

City	Studio	One Bedroom	Two Bedroom
Pacific Grove	\$575	\$750	\$950
Monterey	550	750	975
Seaside	400	560	688
Carmel	600	925	1,200

*Note: Add approximately \$50 to \$75 for furnished units.*

*Source: William Cordoza, A Computer Company, September 1994*

**Figure 3-15**  
**Overpayment by Low-income Households**

	Total	Overpaying*	Percent
Lower-income Renters	1,490	1,377	92.4 %
Lower-income Owners	813	362	44.5 %
<b>Total Lower-income</b>	<b>2,303</b>	<b>1,739</b>	<b>75.5 %</b>

*\* Paying more than 25 percent of income for housing.*

*Note: 101 households and 42 owner households did not provide information on their housing costs.*

*Source: U.S. Census, 1990*

Program O Involve neighborhood groups in development projects from the beginning to overcome opposition to rental housing.

Responsibility: Comm. Dev. Dept.

Time Frame: Ongoing

Program P Allow the conversion of apartments to condominiums when such conversions meet the need and demand and community benefits for affordable home-ownership opportunities.

Responsibility: Comm. Dev. Dept.

Time Frame: Ongoing

Chapter 23.29 of the City's Municipal Code has regulated condominium conversions since 1980. The 12-page chapter consists of two basic parts: the first part sets standards for size, quality, and safety of units so that any apartments converted to home-ownership units will not be substandard. The second part protects the city's supply of low- and moderate-income housing by—among other methods—precluding applications for condominium conversions when the citywide vacancy rate for two-family and multi-family rental units falls below 5 percent. (Empirical evidence is that a vacancy rate below 5 percent indicates a “tight” housing market in which existing and potential renters experience increases in rent, difficulty in finding affordable units, and reduced opportunities to move to more suitable or more desirable apartments.)

The use of the 5 percent vacancy threshold makes the second part of the ordinance self-correcting as housing market conditions change. If the vacancy rate climbs above 5 percent (for example, as a result of the Fort Ord closure), then conversions of apartments to affordable ownership units will be permitted. However, if (and as) other activities replace the military at Fort Ord and apartment vacancies decline below 5 percent, conversions will again be restricted.

Section 23.29.090(c) of the ordinance requires the planning commission, in reviewing applications for converting apartments to condominiums, to consider (among other factors) the need and demand for lower-cost home-ownership opportunities.

Program Q Investigate programs which enable the City to aid individual acquisition of affordable apartment conversions to condominiums.

Objective: Develop a report

Responsibility: Comm. Dev. Dept.

Time Frame: FY 96-97

Program R Explore the use of programs that promote home-ownership, especially for first-time home-buyers.

Housing prices increased dramatically in California and Pacific Grove in the 1970s and 1980s. High housing prices, even for very small homes, have kept home-ownership out of the reach of many would-be buyers, even with 1993 mortgage rates at their lowest in 20 years. Programs that make home ownership more affordable should be examined for their appropriateness to and feasibility in Pacific Grove.

Objective: Report on the appropriateness and feasibility of these programs for Pacific Grove.

Responsibility: Comm. Dev. Dept.

Time Frame: FY 95-96

### 3.7.4 Special Needs

Beyond the general housing needs documented in this chapter to this point, State law requires that the housing element include an assessment of the housing needs of special groups within the community, including the disabled, the elderly, large families, farmworkers, families with female heads of households, and families and persons in need of emergency shelter. During 1990, the City's Auxiliary Housing Committee produced the *Housing Needs Survey Report*. It summarized Pacific Grove's housing needs in various categories, including some of the groups with special needs. Where appropriate, the following paragraphs cite the conclusions of the *Housing Needs Survey Report*.

**POLICY 14 Within all housing programs, give special attention to the needs of special groups, including the physically and mentally disabled, large families, the elderly, and families with lower incomes.**

Program S Produce an annual assessment of the housing needs of Pacific Grove's lower-income households, single-person households, and disabled persons.

This will be done through the annual Housing Resources Inventory.

Objective: Annual Housing Resources Inventory  
 Responsibility: Comm. Dev. Dept.  
 Time Frame: FY 94-95; annually thereafter

**Disabled persons.** The number of disabled persons in a community determines the need to provide certain social services, to remove barriers to facilities, and to develop housing with specialized access for disabled residents.

The 1990 U.S. Census identifies three types of disabilities: work disability, mobility limitation, and self-care limitation. Figure 3-16 shows the number of disabled persons in Pacific Grove. The subcategories do not add up to the total, as many disabled persons have more than one type of limitation.

A person with a work disability may have a health condition that limits the kind or amount of work that he or she can do or that prevents working at a job or business altogether. A work disability may also be defined as a health condition that limits the choice of jobs. According to the 1990 Census, 639 of Pacific Grove's 10,130 residents aged 16 to 64 had work disabilities. Of these, 192 were prevented from working altogether and 399 were in the labor force. The remainder did not work, but were not prevented from doing so. Some 914 of 2,937 persons over age 65 had work disabilities.

The Census also reported that 624 persons in the 16-64 age group had a mobility limitation and 157 had a self-care limitation. In the over-65 age group, 875 had a mobility limitation and 290 had a self-care limitation. The proportion of disabled persons in this

age group is higher for all three categories of disabilities.

The total number of disabled persons in Pacific Grove was estimated to be 1,757, or 13.5 percent of the population over 15 years old (excluding persons in institutions and the military). Many of these persons have more than one type of disability. The number of *households* with disabled persons cannot be determined from Census data.

Disabilities can affect housing needs in a number of ways. Persons with a work disability may be unable to afford adequate housing because their disability limits the income they can earn or prevents them from working altogether. Persons with mobility limitations may need housing located close to special services. Persons with a self-care limitation may require special housing that provides the care they cannot provide for themselves. Persons with all types of disabilities may require housing modifications such as ramps and grab bars to make it possible for them to live independently.

The *Housing Needs Survey Report* indicated that 210 of 2,775 households responding (7.5 percent) said they had problems finding adequate housing as a result of their disabilities.

The City enforces various development regulations to assist Pacific Grove's disabled residents. Remodeling or rehabilitation projects, for instance, must take into account the needs of the disabled by incorporating special design features.

**POLICY 15 Support increased housing opportunities for people with disabilities.**

**Figure 3-16**  
**Persons with Disabilities**

	Age 16-64	Percent	Age 65+	Percent	Total	Percent
Population *	10,130	100.0%	2,937	100.0%	13,067	100.0%
No disability	9,396	92.7%	1,914	65.2%	11,310	86.6%
Disability	743	7.3%	1,023	34.8%	1,757	13.5%
Work	639	6.3%	914	31.1%	1,553	11.9%
Mobility	624	6.2%	875	29.8%	1,499	11.5%
Self-care	157	1.6%	290	9.9%	447	3.4%

\* Includes only non-institutionalized civilian population 16 years or over. No data are available for children under the age of 16.

Source: U.S. Census, 1990





Gathering for lunch at Meals on Wheels

**Program T** Enforce State requirements for accessibility and adaptability in all new multi-family projects with more than two units.

**Objective:** Make 5 percent of units accessible

**Responsibility:** Comm. Dev. Dept.

**Time Frame:** Ongoing

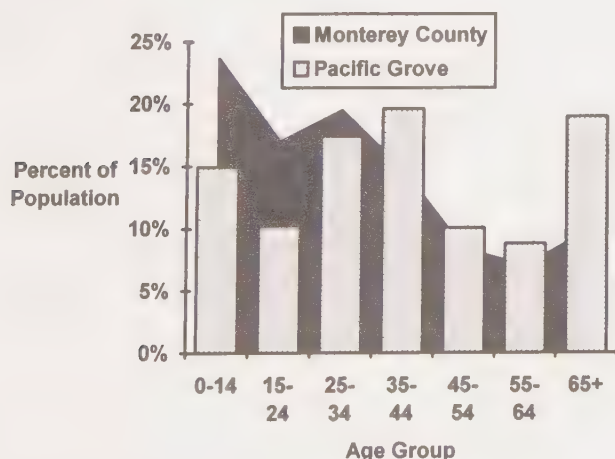
**Program U** Use the City's rehabilitation program to modify existing dwellings for low-income disabled persons.

**Objective:** 5 units

**Responsibility:** Comm. Dev. Dept.

**Time Frame:** Complete by 1996

**Figure 3-17**  
Percent of Population by Age Group in Pacific Grove and Monterey County



Source: U.S. Census, 1990

**Elderly.** The 1990 Census indicated that 19 percent of the city's population was elderly (65 years and older). Of Pacific Grove's 7,342 households, 2,170 (29.6 percent) had occupants who were 65 or over. Of those, 1,012 were one-person households. Most people living in group quarters, and therefore not included in household counts, also were elderly. Of the 220 people in group quarters in 1990, 165 (75 percent) were 65 or older. Figure 3-17 compares Pacific Grove's age distribution with the rest of Monterey County. The proportion of elderly persons in the Pacific Grove population is much higher than in other parts of the county.

Elderly residents face a problem of limited availability of rental units, especially studios and one-bedroom units. The fact that many seniors are on fixed incomes further aggravates the problem. According to the 1990 U.S. Census, 7.5 percent of the elderly in Pacific Grove had incomes below the poverty level. Over 83 percent of elderly renters and nearly 20 percent of elderly owners pay more than 25 percent of their income for housing.

Figure 3-18 includes only those households headed by a person over 65. There are 113 additional households with members over 65, but headed by a person under 65. The table also does not include 165 elderly people living in group quarters. There are 1,152 lower-income elderly households in Pacific Grove, accounting for 15.7 percent of the 7,342 households in the city.

Of those who responded to the *Housing Needs Survey Report*, 83 percent favored some sort of low-income

**Figure 3-18**  
Households Headed by Elderly Persons

Income Category	Maximum Income for Category	Number of Households	Percent of Households in Pacific Grove
Very Low - income	\$16,760	654	8.9%
Low-income	\$26,816	498	6.8%
Moderate-income	\$40,224	409	5.6%
Above Moderate-income	\$40,225 and above	495	6.7%
<b>Total</b>		<b>2,056</b>	<b>28.0%</b>

Source: U.S. Census, 1990



*A trio of cottages*

senior housing complex in Pacific Grove, and 50 percent said they would live in such a facility if eligible.

Because many of the elderly live in small households, there may be some opportunities for meeting housing needs through “shared housing”: persons who have extra space in their homes are matched with people who need housing. “Meals on Wheels” has operated an informal homesharing bulletin board, and the Alliance on Aging started a formal program in September 1992. The City has provided funding to both these organizations in the past.

**POLICY 16 Support shared housing programs operated by local nonprofit organizations.**

Program V Fund, as monies are available, the Alliance on Aging, Meals on Wheels, and other shared housing programs.

**POLICY 17 Encourage the development of housing for lower-income seniors.**

**Farmworkers.** Because specific data on the number of farmworkers in a community is not regularly collected, it is difficult to assess the needs of this group. According to the 1980 Census breakdown of workers by occupation, however, only 3.2 percent of Pacific Grove’s population was employed in farming, forestry, and fishing.

Frank Barron, assistant regional planner with AMBAG, reported in a telephone conversation on April 22, 1992, that there is no agriculture in the immediate area of Pacific Grove, and it is unlikely that many farmworkers would live there. Agricultural ac-

tivity in Monterey County is centered in the Salinas Valley and not on the Monterey Peninsula. AMBAG’s position is that any programs that assist low-income housing will also benefit farmworkers. Taking all of these factors into account, Pacific Grove has not developed a separate housing program specifically for farmworkers.

**Female heads of households.** As shown in Figure 3-2, 679 of Pacific Grove’s 4,121 families in 1990 were headed by women. This was 16.5 percent of all the families in the city and 9.25 percent of all households. Of these families, 416 had children under 18. While the number of female-headed households has declined slightly since 1980, the City remains concerned because many of these families have lower incomes and, therefore, have difficulty finding affordable housing. Of female-headed families, 13.5 percent have incomes below the poverty level. These families make up 47.3 percent of all the families living in poverty in the city.

Female-headed households may also need nearby day-care and recreation for children and convenient access to public transit.

**The homeless and others needing emergency shelter.** The housing needs of the homeless are more difficult to measure and assess than those of any other population subgroup. Since these individuals have no permanent addresses, they are not likely to be counted in the Census, and since they also are unlikely to have stable employment, the market provides them with few housing opportunities. Those in need of emergency shelter include battered women and children, persons displaced from their homes by disasters such as fires, tenants who have been evicted from rental housing, and runaways.

The best source of information on homelessness in this area comes from *A Study of Homelessness in Monterey County*, published in March 1989. This County-funded study consisted of three parts: (1) a series of interviews with homeless people; (2) a Needs Assessment Survey of 16 agencies providing services to the homeless; and (3) a survey of public and private sector leaders regarding their attitudes toward the homeless. The report indicated that, at any given time, between 1,300 and 2,200 adults and an additional 370 to 630 children are homeless in Monterey County. Peninsula Outreach, the major organization serving the homeless on the Monterey Peninsula, estimates that there are approximately 600 homeless children and adults on the Peninsula, of whom approximately 40 live in Pacific Grove.



Nearly 80 percent of the homeless persons interviewed were men; 20 percent were women. Thirteen percent of those interviewed had children living with them, although many more had children not currently living with them. The number of women and the number with children living with them may be underestimated because homeless mothers with children avoid areas where the homeless congregate. They hesitate to identify themselves as homeless for fear their children will be taken from them.

Homeless parents differ somewhat from the general homeless population. They are more likely to have been born in Mexico, less likely to be high school graduates, and more likely to be receiving public assistance. The homeless parents are also disproportionately found in South County.

Overall, the homeless population spans the age spectrum, with the largest group (33 percent) between the ages of 25 and 34. Slightly more than 10 percent were 55 or older. Sixty percent were born in the U.S., and 25 percent were born in California. Twelve percent were employed at the time of the interview, and more than half had worked at some time in the last 12 months. (Forty-one percent had worked for more than half the year.)

Most of those interviewed reported their normal occupation as laborer (35.8 percent) or agricultural worker (29.4 percent). The proportion of agricultural workers varied in different parts of the county, from 78.6 percent in South County to less than 4 percent in the Monterey area. Monterey also showed a surprisingly high proportion of homeless listing their usual occupation as professional (12.9 percent).

The primary reason cited for being homeless was lack of money and a job. Most of the homeless had monthly incomes of less than \$500, earned mostly at odd jobs. Fewer than 28 percent of those identified received any type of public assistance.

The variation in the homeless population requires a variety of solutions. The March 1989 study concluded, "The need for low-cost housing in Monterey County is the foremost unmet need." While there is a need for additional shelter beds, shelters alone are not a solution. There is also a need for transitional housing, that in addition to a place to sleep, would provide counseling, training, and referral services to reintegrate the homeless into society. For single men, this need could be met by single room occupancy ho-

tels (SROs); for families with children, more traditional multi-family housing is needed.

The information contained in *A Study of Homelessness in Monterey County* served as the foundation for planning efforts undertaken by the Monterey County Homeless Task Force, which was formed in September 1989. The Task Force prepared "*The Many Faces of the Homeless: Monterey County Homeless Services Plan*," a five-year plan completed in September 1990. The plan included a summary of current services available, needs, and recommended policies.

**POLICY 18 Continue to work with surrounding jurisdictions and non-profit organizations to address the needs of the homeless on a regional basis.**

Program W Cooperate with community-based organizations providing services, or information regarding services, to the homeless.

Responsibility: City Council, Comm.  
Dev. Dept.

Time Frame: Ongoing

Program X Revise the Zoning Ordinance to allow emergency shelter and transitional housing facilities by conditional use permit in areas zoned R-3, R-4, or C-1 (SM).

Responsibility: City Council, Comm.  
Dev. Dept.

Time Frame: FY 94-95

**POLICY 19 Work to prevent homelessness by encouraging the development of affordable housing through the housing programs in this chapter of the General Plan.**

### 3.8 HOUSING DISCRIMINATION

No information is available on the extent of housing discrimination in Pacific Grove. The City receives few complaints about discrimination, but it is not known whether this reflects housing consumers not knowing their rights or a lack of discrimination.

The Conflict Resolution and Mediation Center of Monterey County attempts to resolve conflicts be-



tween landlords and tenants, including problems of discrimination. The City of Pacific Grove has provided funding to this organization.

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**GOAL 3** Promote equal opportunity to secure safe, sanitary, and affordable housing for all persons regardless of race, sex, marital status, ancestry, national origin, color, or sexual orientation.

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**POLICY 20** Increase awareness of remedies for housing discrimination.

Program Y Publicize information about the enforcement activities of the California Fair Employment and Housing Commission.

The City will post information about the role of the California Fair Employment and Housing Commission at City offices and the public library. The City will contact organizations representing persons who are likely to be discriminated against to determine the extent of housing discrimination in Pacific Grove.

Program Z Continue to participate in public and private efforts to enforce fair housing practices, to mediate reported cases of arbitrary discrimination, and to support the Conflict Resolution and Mediation Center of Monterey County.

Responsibility: City Council, Comm. Dev. Dept.

Time Frame: FY 94-95; ongoing



*A planned unit development in Pacific Grove*

### 3.9 AVAILABILITY OF LAND AND SERVICES FOR RESIDENTIAL DEVELOPMENT

State law requires housing elements to contain an analysis of the availability of land for future residential growth and the adequacy of public facilities and services to accommodate that growth.

#### 3.9.1 Land

The City of Pacific Grove has zoned over 54 percent of the city for residential use. Seventeen percent of the land area is zoned for multi-family use. However, very little of this land is vacant and available for development. As of April 1994, there were only 85 vacant, residentially-zoned parcels within the city limits. At maximum allowable densities, these parcels could accommodate 105 new units.

There are, however, a number of multi-family-zoned parcels in the city that are underutilized (*i.e.*, not developed to their full zoning potential). These parcels could provide as many as 566 additional units if existing units are replaced with multi-family structures that take full advantage of allowed densities. Recent experience has shown a slow but steady conversion of Pacific Grove residential properties to higher densities. There were three conversions in 1989, three in 1991, three in 1992, and one in 1993. The City anticipates that, as the demand for housing increases, the rate of conversion may increase.

Other opportunities for new dwellings could provide 145 additional units. Also, commercially-zoned areas that permit residential uses have a potential for 1,128 new housing units. Another 3,426 units can poten-

tially be created as a result of changes made in 1992 to the City's Secondary Unit Ordinance (discussed in Section 3.10.1). This secondary unit potential is based on zoning; the actual number of units developed will be fewer because of placement of existing buildings and occupancy restrictions and other conditions contained in the second unit ordinance. These conditions include prohibiting the creation of nonconforming conditions in order to accommodate a second unit on a site. Figure 3-19 summarizes the potential dwelling units from all sources.

**Figure 3-19**  
**Potential Dwelling Units**

Source	Potential Units
Vacant Parcels	105
"Hidden Lots"	145
New Subdivisions	61
Intensification	566
Residential in Commercial Zones	1,128
Secondary Units	3,426
<b>Total Potential Units</b>	<b>5,431</b>

Source: Community Development Department, April 1994

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#### **GOAL 4** Designate land at residential densities appropriate to meet the housing needs of the community.

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**POLICY 21** Continue to designate residential land in appropriate land use and zoning categories as needed to accommodate projected household growth and to maintain normal vacancy rates.

**Program AA** Produce an inventory of vacant, residentially-zoned building sites, including an evaluation of sites suitable for the development of senior housing projects and housing for low-income households, single-person households, and disabled persons.

Objective: Inventory of building sites for affordable housing

Responsibility: Comm. Dev. Dept.

Time Frame: Ongoing

**POLICY 22** Provide for redevelopment of underutilized parcels for moderate-income and above moderate-income housing (SM).

**Program BB** Provide information to the development community on land availability and City policies encouraging moderate-income and above moderate-income housing.

Objective: One moderate-income unit, 199 above moderate-income units

Time Frame: FY 94-95



**POLICY 23 Encourage the inclusion of residential units in future and existing commercial developments in those areas where it is allowed.**

**POLICY 24 Develop incentives to encourage residential use of upper stories in Downtown buildings.**

Program CC Inform commercial developers of zoning provisions allowing residential uses in commercial zones and the City's policies favoring such development.

Objective: 15 very low-income units, 10 low-income, and 20 above moderate-income units

Time Frame: FY 94-98

The City will provide information through the brochure and seminar described under Program K. The City permits up to 30 units per acre in the Downtown commercial district, capped only by a floor area ratio of 2.3 for residential and commercial space combined. Densities and FARs are somewhat lower in other commercial districts.

### 3.9.2 Sites Available for Low-income Housing

Pacific Grove has only a small number of vacant sites zoned at higher densities that can accommodate low-income housing. There are, however, a large number of sites that are zoned for high densities that currently have lower density uses. Figure 3-20 lists all of the sites in the city that could potentially be developed for low-income housing. The 9.46 acres shown in Figure 3-20 could accommodate 163 additional units, well above the "fair share" need of 115 units projected by AMBAG (79 very low-income units plus 36 low-income units). Application of the City's density bonus provisions could add 58 additional units to this total.

The greatest likelihood of development is on the two vacant sites (No. 4 and No. 18 in Figure 3-20). These two sites could provide 12 units (14 with density bonus). Several other sites which presently contain single-family homes and duplexes could accommodate from four to nine additional units. Given an upturn in the economy and in the housing market, it is likely that these sites could be profitably redeveloped, providing 75 additional units (95 with the density bonus). Site number 37, at 1030 Lighthouse Avenue, has the

greatest redevelopment potential. This 1.79-acre parcel, of which .83 acres is zoned R-4 and .96 acres is zoned R-3-M, is currently occupied by two units, but it is zoned for up to 41 units. Redevelopment of this site could result in a net gain of 24 low-income units (30 with density bonus). The remaining sites in Figure 3-20 are currently occupied by multi-family or other uses.

**POLICY 25 Maintain sufficient land zoned at high density to accommodate the regional fair share need for very low- and low-income housing.**

**POLICY 26 Consider quality of life in higher density neighborhoods, the need for space for children to play, landscaping needs, and space for trees.**

Program DD Keep an up-to-date inventory of sites showing the potential for low-income housing.

Time Frame: FY 94-95; ongoing

Program EE Report annually on the City's progress in meeting its fair share housing targets, and supplement the report with an analysis of land available for low-income housing.

Responsibility: Committee on Affordable Housing, Comm. Dev. Dept.

Time Frame: FY 94-95; annually thereafter

**POLICY 27 Encourage redevelopment of underutilized parcels for low-income housing.**

Program FF Provide information to the development community and non-profit housing developers on land availability and City policies encouraging low-income housing.

Through the brochure and seminar described under Program K, the Community Development Department will inform developers about underutilized sites where redevelopment can produce more affordable units. The brochure will inform developers that sites where redevelopment would displace existing low-income housing, or conflict with the City's historic preservation policies, may be unsuitable for redevelopment.



**Figure 3-20**  
**Potential Sites for Low-income Housing (Sites Zoned for a Minimum of 25 Units per Acre)**

Site No.	Address	Acres	Zoning	Existing Units	Potential Units	Potential Units/ Acre	Net Additional Units
1	1008 Funston	0.21	R-3	3	6	29	3
2	1010 Funston	0.21	R-3	2	6	29	4
3	2728 Ransford	0.22	R-3	4	6	28	2
4	2935 David	0.23	R-3	0	6	26	6
5	187 Ocean View	0.29	R-3	1	8	28	7
6	310 18th	0.29	R-3	1	8	28	7
7	625 Forest	0.17	R-4	1	5	29	4
8	615 Forest	0.17	R-4	1	5	29	4
9	419 Grand	0.17	R-4	2	5	29	3
10	190 Central	0.17	R-4	1	5	29	4
11	505 Spruce	0.18	R-4	4	5	28	1
12	852 Lighthouse	0.18	R-4	3	5	28	2
13	609 Fountain	0.19	R-4	2	5	27	3
14	210C 17 Mile Dr	0.19	R-4	3	5	26	2
15	182 Central	0.20	R-4	4	5	25	1
16	158 Evans	0.20	R-4	4	5	25	1
17	210 Cedar	0.21	R-4	1	6	29	5
18	980 Lighthouse	0.21	R-4	0	6	28	6
19	189 Evans	0.21	R-4	4	6	28	2
20	970 Lighthouse	0.22	R-4	1	6	27	5
21	214 Bentley	0.22	R-4	3	6	27	3
22	938 Lighthouse	0.23	R-4	1	6	27	5
23	950A Lighthouse	0.23	R-4	4	6	27	2
24	201 Central	0.24	R-4	1	6	25	5
25	178 Central	0.24	R-4	5	6	25	1
26	186 Sloat	0.25	R-4	1	7	28	6
27	208 Wood	0.27	R-4	5	7	26	2
28	607 Forest	0.28	R-4	2	8	29	6
29	792 Lighthouse	0.28	R-4	2	8	29	6
30	196 Del Monte	0.28	R-4	6	8	28	2
31	131 1st	0.30	R-4	2	8	27	6
32	842 Lighthouse	0.33	R-4	8	9	27	1
33	916 Lighthouse	0.33	R-4	6	9	27	3
34	769 Lighthouse	0.33	R-4	0	9	27	9
35	624 Fountain	0.34	R-4	1	10	29	9
36	880 Lighthouse	0.36	R-4	9	10	27	1
37	1030 Lighthouse	0.83	*	2	26	29	24**
<b>Total</b>		<b>9.46</b>		<b>100</b>	<b>263</b>		<b>163</b>

\* Zoned R-3-M in part (.96 acres) and R-4 in part (.83 acres)

\*\*The R-3-M segment has the potential for 17 additional units at a density of 2500 square feet of land per unit; the R-4 segment has the potential for 24 units at a density of 1500 square feet of land per unit.

Source: Community Development Department, July 1992

Objective: 29 very low-income units  
plus 6 low-income units

Responsibility: Comm. Dev. Dept.

Time Frame: FY 94-98

### 3.9.3 Publicly-owned Surplus Land

According to State law, all public agencies intending to dispose of surplus land must first send a written offer to any local agencies within whose jurisdiction the land lies, to sell or lease the land for the purpose of developing low- and moderate-income housing.

The David Avenue School site offers an example of the potential application of this provision in Pacific Grove. When the Pacific Grove Unified School District decided to close the school in 1986, the City proposed purchasing the site. Negotiations stopped because of some unresolved, long-standing title restrictions.

Subsequently, Pacific Grove voters passed an initiative that restricts the rezoning of "U"-zoned land (such as school sites). The initiative affects the ability of the City to acquire and develop school properties and other open space lands for affordable housing.

### 3.9.4 Mobile Homes and Manufactured Housing

Mobile homes and manufactured housing provide a source of lower cost housing. There are only a few mobile homes in Pacific Grove (less than 1.5 percent of all units). The City permits mobile homes and manufactured housing in all single-family districts and has zoned 15.1 acres in a special mobile home residential category.

**POLICY 28** Allow, as required by State law, the installation of mobile homes and factory-built housing on permanent foundations in areas zoned for single-family housing, in accordance with residential design standards administered by the City (SM).

Program GG Maintain existing zoning provisions permitting mobile homes and factory-built housing in single-family residential zones.

Objective: No change needed

**POLICY 29** Protect the existing mobile home park from conversion to other uses.

Program HH Maintain the existing R-1-M-H zoning for the Monarch Pines Mobile Home Park.

Objective: Preserve 103 units

Responsibility: City Council

Time Frame: Ongoing

### 3.9.5 Services

The availability of public facilities and services required to support residential development is discussed in detail in Chapter 9, Public Facilities. The findings of Chapter 9 as they affect housing are summarized below.

**POLICY 30** Provide public facilities and services in support of new housing construction and the revitalization of older neighborhoods.

This will be done by keeping streets and other municipal systems in good repair and through Programs D, E, J, and X of Chapter 9.

**Water.** The lack of potable water will be a major constraint to housing production in all Monterey Peninsula communities. In January 1991, the Monterey Peninsula Water Management Agency imposed a moratorium on new water connections because an environmental impact report concluded that the Agency was allocating more water than was available from the Carmel River. This moratorium remained in effect until August 1993. As discussed in Section 2.5, a limited amount of water is available from the Paralta well for new connections. As of 1994, an effort is underway to gain voter authorization for a new Los Padres Dam project.

Unless additional water is made available, the City cannot meet the new construction goal of 521 units during this five-year planning period.

**POLICY 31** Work aggressively with the water district and other Monterey Peninsula cities to find long-term solutions to the water problem, to increase the water available for residential uses, and to provide for drought protection.

(See Policies 1-6 and Programs A - D in Chapter 9, Public Facilities.)

**Sewage collection and treatment.** The City participates in a regional sewage treatment plant serving Monterey, Seaside, Del Rey Oaks, Marina, Salinas, Castroville, and several unincorporated areas. The Monterey Regional Water Pollution Control Agency (MRWPCA) allocates sewer hookups for new construction based on population and household projections prepared by AMBAG. The household projections used for the sewer allocations are different from those used for the *Regional Housing Needs Plan*, and so may not provide sewer allocations for the total housing need as shown in the *Regional Housing Needs Plan*. (See Section 3.7.1.)

For Pacific Grove, the household projections for the sewer allocations take into account the effects of the Fort Ord closure, while those prepared for the *Regional Housing Needs Plan* did not. AMBAG has forecast that, due to the impact of the Fort Ord closure, Pacific Grove will have a smaller population and fewer households in 1995 than it had in 1990. In order to avoid producing a sewer allocation of less than zero for this period, AMBAG has modified its projection to use the midpoint between the 1990 projected population and the 2000 population.

The MRWPCA has allocated 102 sewer hookups to the City of Pacific Grove for the period January 1, 1992, to December 31, 1994. As of July 31, 1994 the remaining balance for Pacific Grove is 92. There is a district-wide general reserve of 670 residential units available on a first-come-first-served basis. An additional allocation will subsequently be made for the remaining period covered by this housing element. It is not known at this time how many additional hookups will be allocated. The total number of allocations available for this housing element period may be less than the number of units projected as Pacific Grove's "fair share" in the *Regional Housing Needs Plan*.

The local sewage collection and transportation system will provide adequate service for this housing element period. The interceptor main and pump stations along Ocean View Boulevard are designed to accommodate the projected peak flow capacity through 1996. Substantial additional pumping capacity is available. Pacific Grove's sewage collection system, however, is old and is deteriorating with age. The system needs to be properly maintained, lest defects develop that limit future residential development.

**Storm drainage.** Facilities in all 12 of the city's drainage areas are adequate to accommodate storm

flows and thus will not inhibit residential development.

**Streets and sidewalks.** Since the city is largely built-out, new residential development will take place primarily along existing streets. Maintaining and improving the streets will assist and encourage new residential development.

**Schools.** Except for a very small area within the City of Monterey, the Planning Area is served by the Pacific Grove Unified School District. School facilities are expected to be adequate to accommodate any growth in enrollment resulting from development of additional housing.

**POLICY 32 Cooperate with the Pacific Grove Unified School District in coordinating new residential development with the expansion of school facilities.**

Program II Provide a copy of the draft housing element to the Pacific Grove Unified School District for review and comment (SM).

Objective: School district review and comments

Responsibility: Comm. Dev. Dept.

Time Frame: FY 92-93 (completed)

**Electricity.** Electrical service demands are currently being met without problems, and no problems are anticipated to occur as a result of projected population growth.

### 3.10 GOVERNMENTAL CONSTRAINTS ON THE PRODUCTION OF HOUSING

While local governments have little influence on such market factors as interest rates, their policies and regulations may affect the free operation of the housing market. For the most part, local regulations play a legitimate role in protecting the public's health, safety, and welfare. They may inadvertently, however, restrict the operation of the housing market. Examination of the local regulatory structure can highlight areas of "excessive" regulation where steps can be taken to remove or reduce obstacles to residential development.



**POLICY 33** **Ensure that City policies, regulations, and procedures which require fees and exactions do not add unnecessarily to the costs of producing housing while assuring the attainment of other City objectives.**

Program JJ Review City fee structures every two years to assure that the cost of services and exactions does not exceed actual costs to the City.

Time Frame: Ongoing

### 3.10.1 Local Land Use Regulations

Discretionary control over land use is exercised through the Pacific Grove General Plan, the Zoning Ordinance, and other implementing ordinances. In addition, development within the coastal zone is subject to Coastal Act policies. These documents and ordinances are described in Chapter 1.

In 1983, the City adopted a second unit ordinance that allowed the construction of secondary dwelling units on lots occupied by single-family homes, with a use permit. This ordinance produced only 42 new second units from the time of its enactment through July 1992. In 1992, the City Council changed the second unit regulations to allow second units in all R-1 districts, with a use permit, except where prohibited by the Land Use Plan of the Local Coastal Program. The revised ordinance expands the area in which such units are allowed, from only lots at least 8,000 square feet in area to all single-family residential areas and lots, and allows the building owner to reside in either the primary or secondary unit. The secondary units will be targeted to lower-income and special needs groups by limiting their occupancy to (1) the elderly—one occupant must be at least 60 years of age, (2) very low- or low-income persons, (3) the disabled, or (4) persons who are provided rent-free accommodations by the owner.

The May 1990 *Housing Needs Survey* indicated that 29 percent of Pacific Grove residents would be interested in living in a secondary unit. Thirty-seven percent of single-family homeowners said they would like to add a secondary unit. If all these owners followed through on their willingness to add a unit, as many as 1,200 additional units could be built.

**POLICY 34** **Facilitate production of low-income secondary units in accordance with the 1992 second unit ordinance.**

Program KK Amend the City fee structure to waive fees for secondary units for very low- and low-income households.

Objective: 15 very low-income, 3 low-income units

Responsibility: City Council

Time Frame: FY 94-95

Program LL Permit owners of existing illegal secondary units to obtain legal status for them if the units conform with the standards required under the 1992 secondary housing unit ordinance.

Objective: 10 units legalized

Responsibility: Comm. Dev. Dept.

Time Frame: FY 96-97

The City may wish to consider using a portion of the Housing Programs Fund to facilitate the development of second units when new funds are available. The City's Housing Programs Fund is comprised of the proceeds of rehabilitation loans that have been repaid. Since these rehabilitation loans are deferred loans, a number of years will be required to build sufficient funds for housing programs. Rehabilitation of existing units has been established as the priority use of the Housing Programs Fund.

### 3.10.2 Building and Housing Codes

Building and housing codes establish minimum standards and specifications for structural soundness, safety, and occupancy. State housing law requires cities and counties to adopt minimum housing standards based on model industry codes. The City is currently enforcing the most recent editions of the Uniform Building, Mechanical, Plumbing, and Housing Codes and the National Electrical Code. In addition to meeting the requirements of State housing law, local governments enforce other State requirements, including those for fire safety, noise insulation, soils reports, earthquake protection, energy conservation, and access for the disabled.

Because of the overall age of Pacific Grove's housing, code enforcement plays a very important role in maintaining the quality of housing. The City has set up a program through which building and fire inspectors refer owners of substandard units to the Community Development Department for advice regarding housing rehabilitation assistance.

### 3.10.3 Local Permit Processing Fees

State law requires that local permit processing fees charged by local governments not exceed the estimated actual cost of processing the permits. Figure 3-21 lists the fees charged by the City of Pacific Grove for residential development.

The City has adjusted its fee schedule to lower the cost of processing permits for single-family housing, thus encouraging such development. In addition, the City Council has adopted a resolution waiving building permit fees for projects funded through the City's rehabilitation loan program. Therefore, permit processing fees do not constitute a constraint to the development of affordable housing.

### 3.10.4 Permit Processing Time

The timeliness with which the City processes the various permits and applications needed for residential development can affect the overall cost of housing. The minimum processing time is established by State requirements for environmental review and public notice, and by the meeting schedules of the architectural review board, the planning commission, and the city council.

The maximum processing time for processing residential development permits is set by State law (Government Code §65920 *et seq.*). Once an application is accepted as complete, the statutory time limit

for the completion of the environmental review and approval or denial of the permit application commences. The lead agency has one year in which to approve or disapprove a project for which an EIR will be prepared. The time limit in all other cases is six months.

Because Pacific Grove is a relatively small city and because development activity is fairly light, the City strives to process development applications in a timely and efficient manner. The City will attempt to streamline the permit process for residential projects. Figure 3-22 shows estimated processing times for the various permits associated with residential development. Portions of the city lie within the coastal zone and thereby require additional permit approvals not under City control. Section 3.12 lists these additional coastal zone requirements.

### 3.10.5 Residential Development Fees

Since the passage of Proposition 13 in 1978, local governments have come to rely increasingly on development fees to finance local infrastructure improvements. Pacific Grove's fees are comparable to those of other jurisdictions on the Monterey Peninsula. Locally, water and sewer connection fees add the greatest cost to new housing, but they are set by the respective districts and are beyond the ability of the City to regulate. Figure 3-23 shows the typical water and sewer fees in 1994 for an average single-family unit.

**Figure 3-21**  
**Residential Permit Processing Fees**

Type	Single-family Dwelling on Existing Lot	Six-unit Multi-family Project	Three-unit Single-family Sub-division
Architectural Review	\$55	\$1,154	\$165
Environmental Review			742
Subdivision Fees			
Tentative Parcel Map			842
Final Parcel Map			225*
Parks & Recreation Fee			3,100
<b>Total Fees for Project</b>	<b>\$55</b>	<b>\$1,154</b>	<b>\$5074</b>
<b>Fees per Unit</b>	<b>\$55</b>	<b>\$192</b>	<b>\$1,691</b>

\* Plus Recording Fee

Source: Community Development Department, June 1992

**Figure 3-22**  
**Permit Processing Times in Pacific Grove, 1994**

Permit Approval	Processing Time
Tentative Parcel Map	4 to 6 Weeks
Tentative Subdivision Map	4 to 6 Weeks
Conditional Use Permit	3 to 8 Weeks
Variance	3 to 6 Weeks
Architectural Review	2 to 6 Weeks
General Plan Amendment	4 to 6 Months
Rezoning	4 to 6 Months
Building Permit	1 to 2 Weeks
CEQA Documents*	
Negative Declaration	4 to 6 Weeks
Environmental Impact Report	6 to 8 Months

\*These time periods will overlap to some extent with permit review periods.

Source: Community Development Department, 1994

Since October 1986, the Monterey Peninsula Water Management District (MPWMD) has been charging fees and setting water connection permit fees on the basis of a project's anticipated water use. Connection fees are calculated according to the number of fixtures (*i.e.*, wash basins, toilets, showers, spas, bidets, swimming pools, etc.) per unit. Each fixture is assigned a unit value according to the Uniform Plumbing Code, and the applicant is charged \$153.25 for each unit. The calculations in Figure 3-23 assume a home with 30 fixture units.

Overall, with the exception of water permits, residential development fees do not constrain the development of housing in Pacific Grove.

### 3.10.6 On- and Off-site Development Standards

In some jurisdictions, local development standards may unnecessarily inhibit the development or retention of affordable housing. Such standards may include local requirements for streets, sidewalks, gutters, yards, setbacks, lot coverage, and fencing.

**POLICY 35** The City will consider relaxing development standards on a case-by-case basis in order to meet affordable housing goals.

Development standards in Pacific Grove do not generally constrain the development of affordable housing. Because the city is nearly built-out, most streets and utilities are already in place. The City requires residential developers to provide curbs, gutters, and sidewalks in some areas depending on neighborhood standards. Pacific Grove's standards for lot sizes, lot coverage, setbacks, and parking are similar to those in other Monterey County communities.

In some cases, the City has adopted flexible zoning standards to meet the unique circumstances of particular areas. For example, the R-3-PGB District was originally laid out with lots that are smaller than what is considered an acceptable minimum standard today. The City permits development on these pre-existing, smaller, substandard lots. The City will continue to be flexible in applying development standards whenever housing production can be increased without detriment to the community.

**Figure 3-23**  
**Typical Water and Sewer Connection Fees in Pacific Grove, 1994**

Sewer Connection (MRWPCA)	
Basic Fee per Unit	\$1,760
City Sanitation	880
Subtotal	<b>\$2,640</b>
Water Service (MPWMD)	
Connection Fee*	\$4,598
Administrative Fee	150
Subtotal	<b>4,748</b>
<b>Total</b>	<b>\$7,388</b>

\*Assumes 30 fixture units.

Source: City of Pacific Grove

## 3.11 NONGOVERNMENTAL CONSTRAINTS ON THE PRODUCTION OF HOUSING

The availability of housing is strongly influenced by market factors over which local government has little or no control. State law requires that the housing element contain a general assessment of these constraints. This assessment can serve as the basis for actions that local governments might take to offset the effects of such constraints. The primary market constraints to the development of new housing are the costs of (1) materials, (2) labor, (3) land, and (4) financing.

### 3.11.1 Material Costs

A major component of the cost of housing is the cost of building materials, such as wood and wood-based products, cement, asphalt, roofing materials, and plastic pipe. Prices for these goods are affected primarily by the demand for such materials and by inflation. Material costs, after having risen rapidly during the late 1970s, stabilized during the 1980s. It is impossible to anticipate how demand and inflation will change, but if either or both increase, so will the overall cost of constructing new housing.

The costs of building materials in the Pacific Grove area do not differ significantly from surrounding Peninsula communities and, therefore, do not constitute a constraint to the development of affordable housing.



### **3.11.2 Cost of Labor**

The cost of labor can be a constraint to housing production in Pacific Grove because builders must operate on a smaller scale. Vacant land in the city is located in small, scattered parcels rather than in the large tracts found in less developed areas. When developers build units one at a time, they lose the economy of scale that goes with building larger developments.

### **3.11.3 Land Costs**

In very small developments or in areas where land is scarce, the cost of land can account for nearly half of the final sales price of new homes. The cost of land is affected by its location, its amenities, the availability of public services, and the financing arrangements made between the buyer and seller.

Because vacant land in the Pacific Grove area is scarce, its cost is higher than in other, less densely developed areas. In Pacific Grove, a vacant, 4,500 square foot lot with services already in place would cost approximately \$150,000 to \$175,000. The cost of land, therefore, is a major constraint to the production of low- and moderate-priced housing.

In addition to the cost of the raw land, new housing prices are affected by the cost of financing paid by the developers who are holding land while development permits are processed and while construction is taking place. The shorter the period of time that it takes a local government to process applications for building, the less the effect on the final cost of housing. Permit processing times are discussed earlier in this chapter in the context of governmental constraints on the development of affordable housing.

### **3.11.4 Cost and Availability of Financing**

The cost and availability of financing affect the overall cost of housing in two ways. First, when the developer uses capital for initial site preparation and construction, and second, when the home buyer borrows to purchase housing.

The capital used by the developer is borrowed for the short-term at commercial rates, which are considerably higher than standard mortgage rates. Commercial rates nonetheless rise or fall with the overall market, so 1994's relatively low interest rates should still have a positive effect on housing construction.

Because of the scarcity of developable land in Pacific Grove, the financing market is unique. Most residential development loans are for very small projects, so the availability of financing is not dependent on typical market-level considerations. Lenders instead evaluate loan requests on an individual basis, with the result that the availability of financing is less pertinent in Pacific Grove than in other markets.

The home buyer borrows money in the form of long-term mortgage loans. In the early 1990s, market rates for standard 30-year home loans dropped below 10 percent for the first time in a decade, so, even though rates rose by two points early in 1994, financing costs still favor the buyer. Of course, variations in interest rates affect the buyer's monthly mortgage payments and determine whether a household can afford to buy a home or not. Based on a 30-year, fixed-rate mortgage, and not including real estate taxes and home insurance, a family buying a \$240,000 home and taking out a \$200,000 mortgage loan will pay \$1,200 per month if the interest rate is 6 percent, \$1,600 if the interest rate is 9 percent, and \$2,060 if the interest rate is 12 percent.

Similarly, the maximum loan affordable by buyers at various income levels will change, depending on the interest rate. Based on principal and interest equaling 25 percent of gross income, and not including taxes and insurance, which could add approximately 15 percent to monthly payments, a household earning \$40,000 per year could afford a loan of \$166,800 (and presumably a house costing \$200,000 if they make a 20 percent down payment) if interest rates are fixed at 6 percent. At 9 percent, they can only afford a loan of \$124,300, and at 12 percent, they can only afford a loan of \$97,300.

### **3.11.5 Total Development Costs**

In summary, the cost of developing new housing in Pacific Grove remains quite high, due primarily to factors beyond the City's control. Land costs constitute a much higher proportion of housing costs in Pacific Grove than in other parts of Monterey County, despite availability of land for production of multi-family units and the City's allowance of smaller lot sizes. Construction costs are higher because of the smaller scale of production on the City's remaining infill lots. Although interest rates have fallen from their peaks in the 1980s, the cost of borrowing money for housing construction remains high. While the City has attempted to reduce costs through speedy permit processing and reasonable development fees, the

major cost constraints on housing production—land, construction, and financing—remain outside of City control.

## 3.12 COASTAL HOUSING

Because part of Pacific Grove falls within the “coastal zone” as defined by the California Coastal Commission, the City must adhere to certain housing requirements above and beyond those required by State housing element law.

Government Code Section 65590 requires that housing units for low- and moderate-income residents be provided whenever possible, be protected where they currently exist, and be replaced when demolished. According to State law, each updated housing element must include a discussion of the jurisdiction’s progress in implementing the coastal housing requirements.

There are two major parts to the coastal housing requirements: one for the provision of low- and moderate-income housing units in new developments, and one for the protection and replacement of existing housing units occupied by low- or moderate-income individuals.

### 3.12.1 New Construction

Whenever a developer constructs a residential project within the coastal zone, the local government must require the developer to provide, if feasible, a certain percentage of the units for low- or moderate-income households. It is up to each local government to decide what percentage of the units in coastal projects can be feasibly developed for low- and moderate-income households, depending on the type and size of the project. If the lower- and moderate-income units cannot be physically accommodated on the project site, they can be provided elsewhere within the same city or county, either within the coastal zone or within three miles of the coastal zone.

### 3.12.2 Demolitions and Conversions

The second part of the coastal housing requirements establish the general rule that conversion or demolition of existing dwellings occupied by low- or moderate-income persons or families will not be allowed unless provision is made for the replacement of those units. Another part of the statute modifies this basic rule by requiring replacement units only if feasible, where:

1. The existing units are located in a structure with only one or two units, or in a complex of buildings with 10 or fewer units.
2. The existing units are to be replaced by a “coastal-dependent” or “coastal-related” use that is consistent with an adopted Local Coastal Program.
3. There are fewer than 50 acres of vacant, privately owned land available for residential use within the coastal zone within the jurisdiction.
4. A community has an in-lieu fee housing program through which fees on coastal projects would achieve equivalent results.

### 3.12.3 Coastal Housing in Pacific Grove

Existing residential neighborhoods in the coastal zone include the Pacific Grove Retreat, a portion of the Pacific Grove Beach Tract along Mermaid Avenue, Monarch Pines Mobile Home Park, and Asilomar Dunes.

The Pacific Grove Retreat and the Mermaid Avenue neighborhood have special characteristics that the City wishes to preserve. The Retreat is considered a “special community” under Section 30253 of the Coastal Act. This section requires that the unique characteristics of special communities be protected. To meet this requirement, the City controls demolitions of historic buildings and exterior modifications to all buildings in this area. The City also intends to maintain the Mermaid Avenue area as an architecturally unique neighborhood with a village-like setting.

The Monarch Pines Mobile Home Park has been designated for mobile home park use in order to preserve this affordable housing community.

Asilomar Dunes is only partially developed. In order to preserve the unique ecological features of the dune area, the City has adopted policies in its Local Coastal Program to restrict development to single-family dwellings on one-half to one acre lots. Secondary units are prohibited in this area by the LUP.

## 3.13 RESIDENTIAL ENERGY CONSERVATION

The State requires local governments to implement energy conservation standards for all new residential development. Every new residential building con-

structed must meet rigorous building standards for heat gain and loss. In mandating these requirements, the State has largely preempted the authority of local governments to regulate building construction with respect to energy conservation.

Because there is little vacant subdividable land in Pacific Grove, there is little opportunity for the City to require that new development patterns include energy conservation features and promote solar access.

Pacific Grove residents, however, have taken the initiative and participated in residential energy conservation programs sponsored by Pacific Gas and Electric Company. PG&E estimates that, since 1983, between 30 and 40 low-income Pacific Grove households have participated annually in the Direct Weatherization Program. Through this program, PG&E provides free comprehensive weatherization for low-income families. Overall, PG&E estimates that between 20 and 30 percent of Pacific Grove's homes have been assisted in some way by energy conservation programs, such as the earlier Zero Interest Program (ZIP), which until 1987 provided no-interest loans for weatherization and other energy conserving measures.

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**GOAL**  
**5** **Encourage energy efficiency in both new and existing housing.**

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**POLICY 36** **Require the use of energy conservation features in the design of all new residential structures and promote incorporation of energy conservation and weatherization features in existing homes.**

**Program MM** Enforce state requirements, including Title 24, for energy conservation in new residential projects.

Objective: Energy conservation in all new units

Responsibility: City Council, Comm. Dev. Dept.

Time Frame: Ongoing

**Program NN** Post information on currently available weatherization and energy conservation programs.

Responsibility: City Council, Comm. Dev. Dept.

Time Frame: Ongoing

**POLICY 37** **Encourage the design of all new residential developments to take advantage of solar access, to the extent practical.**

**Program OO** Encourage residential developers to employ additional energy conservation measures with respect to the siting of buildings, landscaping, and solar access.

Responsibility: City Council, Comm. Dev. Dept.

Time Frame: Ongoing

### 3.14 CURRENT AND PAST HOUSING PROGRAMS IN PACIFIC GROVE

Because of the nature of the City's housing stock, housing program activity in Pacific Grove has focused almost exclusively on rehabilitation. Between 1983 and 1987, the City applied for and received Small Cities Community Development Block Grants (CDBGs) from the California Department of Housing and Community Development (HCD). Grant funds have supported a substantial rehabilitation loan program and an emergency repair loan program. Figure 3-24 summarizes the grant amounts and the activities supported.

In 1986, \$44,000 from HCD's Deferred Payment Rehabilitation Loan Program was provided to supplement some of the City's rehabilitation loans. The City is making new rehabilitation loans from the proceeds of rehabilitation loans that have been repaid.

In July 1990, the City was awarded a \$7,000 Planning and Technical Assistance Grant from the State CDBG program to update the City's housing conditions inventory. The City completed the updated survey in January 1991. The results are summarized earlier in this chapter under "Housing Age and Condition."



**Figure 3-24**  
**Community Development Block Grants in Pacific Grove, 1983 to 1987\***

Year	Grant Amount	Units Rehabilitated	Emergency Loans
1983-84	\$205,000	8	9
1984-85	600,000	27	10
1985-86	600,000	28	8
1986-87	600,000	34	8

\*There have been no grants since 1987.

Source: Community Development Department, 1992

In addition to participating in these State-sponsored grant programs, the City has actively attempted to assure the retention of affordable housing in Pacific Grove. The City required the developer of the 17 Mile Drive Village project to set aside nine units for low-income rentals for 10 years and eight units for very low-income rentals for 12 years. The City also required the developer to sponsor a relocation program for residents displaced by the project.

The Housing Authority of Monterey County administers the Section 8 Rental Subsidy program in the Peninsula area. As of August 1994, 56 housing units in Pacific Grove were subsidized with Section 8 certificates and 11 with housing vouchers. Given the total number of units in the city, these totals represent a very small percentage of Pacific Grove's housing stock compared with other communities in Monterey County.

**POLICY 38 Continue to work with the Monterey County Housing Authority in the administration of its housing programs.**

**Program PP** Investigate the use of financing techniques such as mortgage revenue bonds, mortgage credit certificates, or mortgage-backed securities to assist in the development and acquisition of affordable ownership and rental housing.

**Objective:** Report on the feasibility of these techniques for Pacific Grove

**Responsibility:** City Council, Comm. Dev. Dept., Committee on Affordable Housing

**Time Frame:** FY 95-96; ongoing

**Program QQ** Request the Monterey County Housing Authority to increase the number of housing units in the Section 8 rental assistance program in Pacific Grove.

**Objective:** Provide rental assistance for approximately 40 additional very low-income households.

**Responsibility:** City Council, Committee on Affordable Housing, Monterey County Housing Authority

**Time Frame:** Ongoing

### 3.15 THE HOUSING ELEMENT AND COMMUNITY GOALS

In developing the housing element, public participation has been encouraged through workshops and public hearings. Public hearing notices were circulated to housing advocacy groups in the city and region to ensure maximum involvement. For additional details regarding public participation, see Section 1.6 on page 3.

**POLICY 39 Monitor and report annually on progress in meeting housing goals.**

**Program RR** Institute and periodically update a housing resources inventory to guide housing-related activities.

The City will produce an annual report summarizing the City's housing-related activities for the preceding calendar or fiscal year, including the following information:

- A list of building permits issued, including specification of type of activity undertaken.
- A summary of grants and loans for new construction or rehabilitation, including specification of the income level of assisted households (*i.e.*, very low, low, moderate).
- Activities undertaken to implement the housing element.

**Responsibility:** City Council, Comm. Dev. Dept.

**Time Frame:** FY 94-95; annually thereafter

**POLICY 40 Maintain consistency of the Housing Chapter with other chapters of the General Plan.**

**Program SS** Review and revise the Zoning Ordinance as necessary to accomplish the following:

- Ensure consistency with the General Plan in terms of zoning districts and development standards.
- Ensure consistency with the General Plan in terms of the distribution and boundaries of zoning districts.

### 3.16 QUANTIFIED OBJECTIVES

Figure 3-25 summarizes Pacific Grove's quantified objectives for the period covered by the housing element (through July 1, 1998). These quantified objectives represent a reasonable expectation for the new housing units that will be developed and households that will be assisted between July 1991 and July 1998 based on the policies and programs outlined in this section, assuming that the economy improves and new sources of water are developed.

**Figure 3-25**  
**Quantified Objectives, July 1, 1991 to July 1, 1998**

Type of Objective		Income Level			
		Very Low	Low	Moderate	Above Moderate
<b>New Construction</b>					
Program 9.	Rehabilitation*	3	3	—	—
Program 11.	Density bonus	20	17	0	—
Program 25.	Moderate-/above moderate-income housing	0	0	1	385
Program 26.	Residential in commercial zones	15	10	0	20
Program 29.	Low-income housing	29	6	0	—
Program 34.	Secondary units	15	3	—	—
Subtotal		<b>82</b>	<b>39</b>	<b>1</b>	<b>405</b>
<b>Rehabilitation</b>					
Program 9.	Rehabilitation	12	12	—	—
Program 18.	Accessibility for disabled persons	—	5	—	—
Subtotal		<b>12</b>	<b>17</b>	<b>—</b>	<b>—</b>
<b>Conservation</b>					
Program 6.	Procedures for demolition of residential structures	10	10	10	0
Program 7	Preservation of at-risk units	8	9	—	—
Program 31.	Mobile Home Park zoning	—	50	53	—
Program 35.	Legalize existing secondary units	—	10	—	—
Program 40.	Section 8	104	—	—	—
Subtotal		<b>122</b>	<b>79</b>	<b>63</b>	<b>—</b>

\*When rehabilitation results in complete reconstruction of substandard units, these units are counted as new units.

Source: Community Development Department, 1992

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# 4 Transportation

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The streets and roads in Pacific Grove reflect the history of the city's development. Initially a seaside campground in the pines for Methodist ministers, the city's first narrow, unpaved streets ran up from the Monterey Bay between canvas tents stretched over temporary wood foundations. Later the tents were converted into simple cottages, and people built Victorian homes in the Retreat. These turn-of-the-century houses and narrow streets now characterize the oldest section of Pacific Grove. Beloved for its charm, this area has a lack of on-site parking, little land to convert for parking, and roadways of 30 feet that limit on-street parking and restrict the flow of traffic.

The city's first main thoroughfare, Light House Road, ran from the original gated entrance on Pacific Grove's eastern boundary out to the lighthouse at Point Pinos. The Downtown evolved at the intersections of Light House Road (later Lighthouse Avenue) and Forest Avenue, Grand Avenue, Fountain Avenue, and 17th Street. As the city expanded southward, streets and blocks maintained the grid pattern of the Retreat, but later developments along the beach and golf course on the Monterey Bay side and in the dunes along the ocean during the 1920s, 30s, and 40s adopted curving and irregular residential street patterns. The final major increments to the city's street system came with the annexations of the Del Monte Park and Asilomar areas in the 1970s.

The road system that resulted from this evolution over the city's 120-year history provides residents with both constraints and unique advantages. Among the constraints, discussed in more detail in Section 4.2.1, are the Peninsula's restricted geography and the city's essentially built-out character, which create a lack of vacant land for street widening, new parking lots, or additional streets. However, the factors that pose difficulties for drivers of automobiles in the city actually enhance and encourage alternatives such as walking, biking, and public transport. Given its location on an oceanside peninsula, Pacific Grove enjoys a mild,

temperate climate year-round, which allows residents to rely on being able to walk or bike to shopping and work locally. The city is small enough, less than three square miles, to walk or bike comfortably anywhere. Bus service carries residents into the contiguous cities and the larger region beyond. Goals for the circulation system in Pacific Grove reflect the city's determination to maintain safe and convenient vehicular circulation, but also to expand and improve its walkways, bikeways, and public transportation. These goals attempt to preserve for its residents the luxury, already rare among California cities, of leaving their cars at home.

This chapter discusses Pacific Grove's transportation system and services in five main sections: System Goals, Streets and Roads, Transportation System Management, Parking, and Alternatives to the Auto. Each section begins with a description of existing conditions and concludes with the goals, policies, and programs relevant to that section. Issues and policies regarding public access to the shoreline are discussed separately in the Local Coastal Program Land Use Plan, adopted by the City in 1989, which is incorporated as an element of this General Plan.

## 4.1 SYSTEM GOALS

Unlike many American communities whose land use planning and development patterns have resulted in a dependency on the automobile, Pacific Grove is still in a position to adopt a strategy to minimize the demand for auto travel by providing improved facilities for walking, bicycling, and transit, discouraging solo driving, and encouraging telecommuting. Such a shift away from the automobile to alternative modes of transportation is anticipated not only to contribute to maintaining the environmental quality of Pacific Grove but also to contribute to the economic well-being of the community.



Because automobiles cause many of the negative impacts of growth and development, the local quality of life benefits from any trips made by walking, bicycling, and transit instead of driving. Further, where walking and bicycling, as alternative forms of transportation, do not need to be heavily subsidized, the local economy benefits by not having to contribute to offsetting the costs associated with mitigating traffic and parking impacts. By shifting away from the automobile, it is possible to maintain current levels of service on existing roadways while at the same time allowing for economic growth.

The following are the overall transportation system goals for this General Plan:

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<b>SYSTEM GOAL A</b>	<b>Create and maintain a transportation network, including pedestrian ways, bikeways, and streets, to provide for the safe and efficient movement of people and goods throughout the city consistent with the environmental goals of Pacific Grove.</b>
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<b>SYSTEM GOAL B</b>	<b>Protect residential areas from high-volume, high-speed traffic through design features and traffic control that encourage such traffic to use designated major streets.</b>
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<b>SYSTEM GOAL C</b>	<b>De-emphasize individual auto usage through Transportation Systems Management (TSM) while encouraging walking, bicycling, car/vanpooling, and greater transit ridership.</b>
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The City has participated in the development and implementation of the *Congestion Management Plan for Monterey County (CMP)*, a regional transportation plan adopted by the Transportation Agency for Monterey County (TAMC) on February 26, 1992. Regional goals for reduced reliance on the automobile in the *CMP* compel Pacific Grove to work toward providing local alternatives that can reduce auto congestion. The City also participates in the Monterey

Bay Unified Air Pollution Control District, which seeks regional approaches to improved air quality. The programs adopted herein by the City thus recognize that the city's transportation is integrated with the rest of Monterey County, and that the City's programs are intended to advance these regional goals as well.

## 4.2 STREETS AND ROADS

This section assesses existing vehicular traffic conditions in Pacific Grove. It describes the conditions and constraints of the road system, traffic volume levels, levels of service, problem areas, traffic and accident patterns, and recommendations for change.

### 4.2.1 Existing Conditions and Constraints

Pacific Grove is located on the northern tip of the Monterey Peninsula. It is surrounded by Monterey Bay on the north and the Pacific Ocean on the west. Access to the city from surrounding communities and the region beyond is limited to several gateways into and out of the city, and a number of secondary entrances. The three most heavily traveled corridors into Pacific Grove are Holman Highway (Highway 68) which becomes Forest Avenue in the city, Central Avenue from Monterey, and High and Taylor Streets through the Presidio to Prescott Lane (see Figure 4-2, Circulation Map). Typical secondary entrances are from Del Monte Forest, from the Presidio of Monterey, where the streets are owned by the military, or from New Monterey.

The limited number of entryways into Pacific Grove constrains the city's ability to accommodate additional traffic. Limited entryways could also constrain access and evacuation in an emergency. Several additional factors make it unlikely that the City will significantly expand existing streets or construct new roads.

Del Monte Forest, which borders the city to the south, is accessible from Pacific Grove only via three toll gates: the Pacific Grove Gate at 17 Mile Drive south of Sunset Drive, the Country Club Gate at Congress Avenue and Forest Lodge Road, and the Fifth Gate off Holman Highway. These gates focus traffic onto a few Pacific Grove streets. As a result, traffic impacts on these streets can be severe. Pebble Beach Corporation controls access into Del Monte Forest by collecting tolls at these points, discouraging through traffic from Pacific Grove heading south through Del Monte Forest toward Carmel.



*Typical narrow street in the Pacific Grove Retreat*

Secondly, the Asilomar State Beach and Conference Grounds, operated by the State of California, stretches along part of the city's western edge, and limits potential new road alignments in that area. Asilomar also contributes to the number of vehicles traveling the city's roadways to reach this popular conference facility.

Most importantly, the city is almost completely developed, with less than 2 percent of its land vacant, and while further infill and intensification of current uses are anticipated, these are constrained by zoning designed to maintain residential densities and to protect the natural environment. Thus opportunities to build new roads are severely limited.

As a result of these constraints, there will be few opportunities to develop new road alignments without major detrimental impacts on existing developed properties in the city. Narrow streets in areas of existing development will probably not be widened due to the cost and disruption to existing properties, including over 1,200 structures listed on the Historic Resources Inventory. Lastly, there are limited alternatives for effectively increasing the north-south and east-west through-traffic carrying capacity of the street network.

#### 4.2.2 Functional Classification of Roadways

Pacific Grove has three categories of roads:

1. *Local Streets* provide immediate access to properties. Local streets' alignments are sometimes discontinuous. Streets that are not listed in Figure 4-1 are assumed to be local streets.

2. *Collectors* carry traffic between local streets and the rest of the circulation system. Ocean View Boulevard and Sunset Drive, although classified as collectors, function as scenic drives and carry a large volume of recreational traffic, especially on weekends.
3. *Arterials* are fed by local streets and collectors. They connect to regional roadways and provide inter-city circulation routes.

Figure 4-1 lists the collectors, arterials, and scenic drives in the city. Figure 4-2, the Circulation Map, shows the major roadways by functional classification.

#### 4.2.3 Roadway Widths and Physical Characteristics

Because the city's street system developed over 100 years, existing rights-of-way and pavement widths vary greatly. The width of a roadway, therefore, does not always correspond to its function in the overall circulation system. Generally, however, the wider the road, the more regional its function.

New streets are required to meet the City's standard cross-section requirements. New *local streets* are required to have a right-of-way width of 50 feet, with a pavement width compatible with the neighborhood street pattern. New *collectors* are required to have a right-of-way width of 60 feet, with a pavement width of 40 feet. *Arterials* are required to have a right-of-way width of 100 feet, with a pavement width of 84 feet that includes at least eight feet for bicyclists and an appropriate width for pedestrians.

#### 4.2.4 Signalized Intersections

As of 1994, four intersections in the City were controlled by traffic signals. All were on Forest Avenue: at Pine Avenue, Sinex Avenue, David Avenue, and Prescott Lane. Two of the four signals, those at David Avenue and at Prescott Lane, are located on Highway 68, and thus are controlled by Caltrans and not by the City.

#### 4.2.5 Traffic Volumes

In 1992, traffic volumes on Pacific Grove streets ranged from a few hundred vehicles per day on local streets to over 25,000 vehicles per day on the Holman Highway portion of Forest Avenue and over 16,000 vehicles per day on Central between Eardley and First Street. Figures 4-3 and 4-4 show traffic volumes on selected streets.

From 1988–1992, two-way average daily traffic volumes in Pacific Grove increased approximately 2 percent per year. Figure 4-3 shows that generally, traffic volumes on Saturdays are lower than on weekdays. Exceptions—streets that experience higher traffic volumes on Saturday—are Ocean View Boulevard, Central Avenue, Asilomar Avenue, and Sunset Drive. These streets are also used by visitors and residents for recreational traffic.

#### 4.2.6 Level of Service

The *Highway Capacity Manual* defines level of service (LOS) as “a qualitative measure describing operational conditions within a traffic stream, and their perception by motorists and/or passengers. A level of service definition generally describes these conditions in terms of such factors as speed and travel time, freedom to maneuver, traffic interruptions, comfort and convenience, and safety.”

**Figure 4-1**  
**Functional Classification of Roads**

Name	Collector	Arterial	Scenic Drive
1st Street (between Ocean View and Lighthouse)	■		
17 Mile Drive	●		
17th Street (between Ocean View and Pine)	■		
Asilomar Avenue	■		
David Avenue (between Montecito and Patterson)	■		
Del Monte Boulevard	■		
Eardley Avenue (south of Pine and north of Lighthouse)	■		
Forest Avenue (between Ocean View and Lighthouse)	■		
Fountain Avenue (between Lighthouse and Sinex)	■		
Funston Avenue (between Montecito and Patterson)	■		
Hillcrest Avenue (between Forest and Sinex)	■		
Jewell Avenue	●		
Laurel Avenue (between Fountain and 17th)	■		
Montecito Avenue	■		
Pacific Street	●		
Patterson Lane	■		
Sinex Avenue	●		
Central Avenue		●	
Congress Avenue		■	
David Avenue (between Congress and the Monterey city limit)		■	
Eardley Avenue (between Lighthouse and Pine)		●	
Forest Avenue (south of Lighthouse to city limit)		■	
Fountain Avenue (between Central and Lighthouse)		■	
Lighthouse Avenue		■	
Pine Avenue		●	
Sunset Drive (between Forest and Asilomar)		■	
Ocean View Boulevard	●		●
Sunset Drive (between Ocean View and Asilomar)	●		●

Source: Community Development Department, 1994



**Figure 4-2**  
**Circulation Map**





The *Highway Capacity Manual* specifies six levels of service for each type of facility for which it provides analysis procedures. The levels of service are given letter designations, from A to F, with LOS A representing the best operating conditions and LOS F representing the worst. Generally, LOS F occurs when demand on the facility exceeds its capacity.

The relevant analysis procedures to determine LOS for Pacific Grove are those for signalized intersections (Figure 4-5), two-way stop intersections (Figure 4-6), and all-way stop intersections (Figure 4-8). In a city without freeways or expressways, such as Pacific Grove, capacity restrictions occur almost exclusively at intersections.

LOS definitions for signalized intersections and all-

**Figure 4.3**  
**Traffic Volumes on Selected Streets**

Location	Traffic Volumes (vehicles/day)	
	Weekday	Weekend
Forest Avenue south of David [Holman Highway] (1991)	22,000*	
Central Avenue east of First Street (1992)	16,150	16,500
Forest Avenue north of Sunset (1992)	11,750	10,550
Lighthouse Avenue west of Congress (1992)	11,370	13,830
David Avenue west of Forest (1992)	10,620	9,700
Congress Avenue north of David (1992)	10,340	8,100
Forest Avenue south of Pine (1992)	9,600	8,500
Central Avenue between 14th and 15th (1992)	9,400	8,450
Ocean View Boulevard east of Forest (1992)	9,370	10,570
Lighthouse Avenue west of Eardley (1991)	8,100	8,100
Forest Avenue south of Lighthouse (1992)	7,600	9,100
Presidio Boulevard north of Highway 68 (1992)	7,020	5,270
Patterson Lane north of Benito Court (1993)	5,620	4,250

\* Annual average vehicles per day

Sources: Pacific Grove Public Works Department, 1992 and 1993; Caltrans, 1992

way stop intersections are based on average delay per vehicle for the intersection as a whole, while the LOS definition for two-way stops is based on reserve capacity (the difference between capacity and volume) for a particular movement. Major movements at two-way stop intersections are assumed to be unimpeded and therefore experience LOS A.

Drivers in different settings have different expectations of traffic conditions. In large cities, people expect and tolerate LOS D or E during peak periods. In smaller communities, people are less tolerant of poor levels of service. Funding and environmental constraints, however, usually prevent attainment of high levels of service at all intersections, even in small communities.

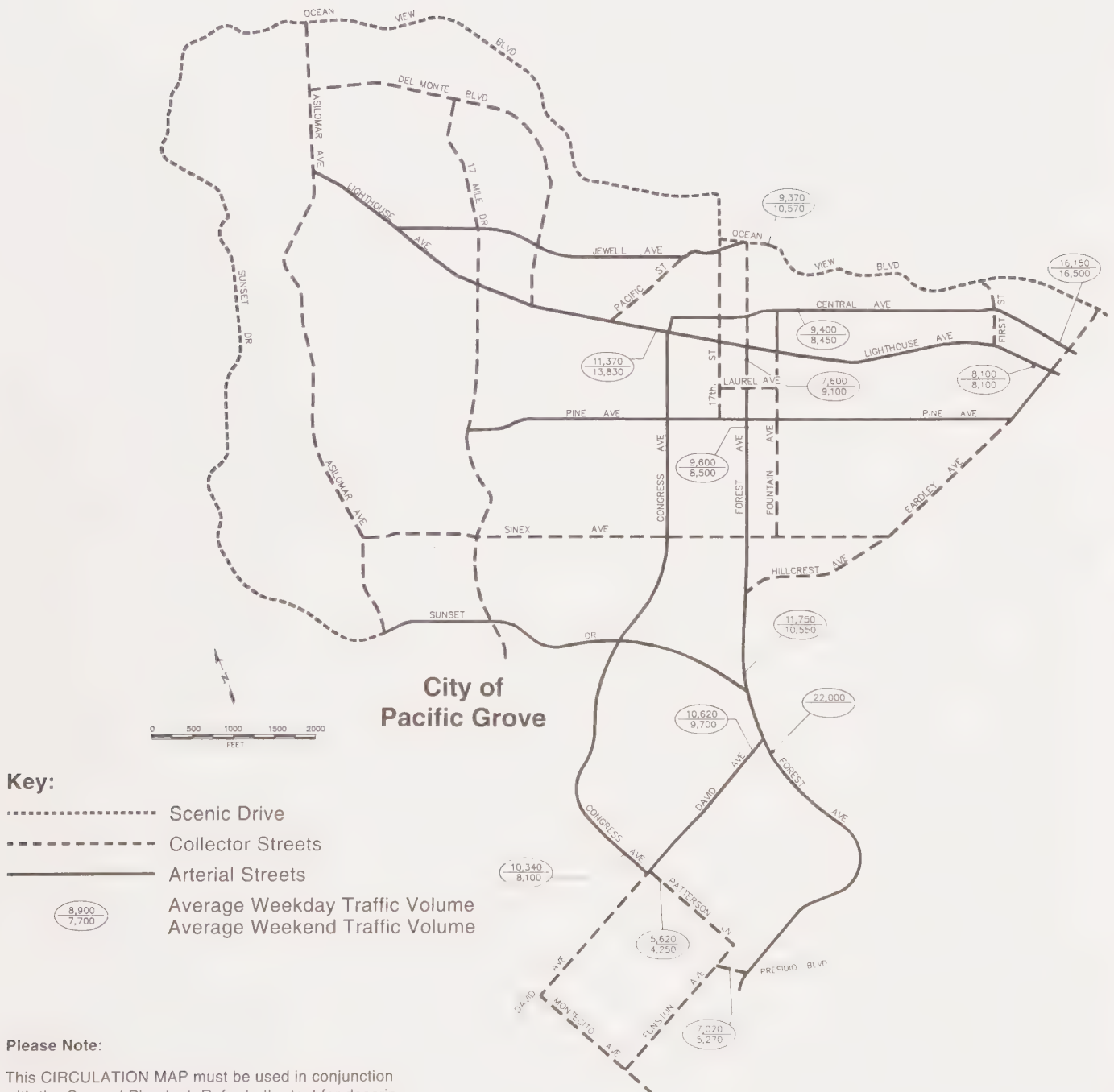
Levels of service at key intersections in Pacific Grove are shown in Figures 4-7 and 4-9. The worst LOS is for traffic making left turns from the stop signs at the T intersections at Forest/Sunset and Syida/Holman Highway, where the capacity for traffic stopping at the stop sign is barely sufficient to serve existing volumes. The signalized intersection experiencing the worst LOS is Forest/David, where PM peak average delay is about 38.8 seconds/vehicle, or LOS D. Since Forest Avenue south of Sunset is a segment of Holman Highway, a State highway, it is on the Congestion Management Program (CMP) network. TAMC monitors LOS on all CMP segments. The CMP specifies LOS D as the minimum acceptable level of service.

Holman Highway is a major entrance to the city. This is a two-lane highway with traffic signals at Highway 1, the Community Hospital of the Monterey Peninsula (CHOMP), and Pebble Beach's Fifth Gate. Monitoring in 1993 showed poor LOS at the Highway 1 signal, but good LOS at the other two. The LOS estimates, however, were based on volume rather than demand, and the LOS at the Community Hospital signal could be worse than reported by TAMC. TAMC is in the process of reassessing its procedures for evaluating LOS.

A level of service analysis of Downtown streets or scenic drives (Ocean View Boulevard and Sunset Drive) would not be meaningful because of the special nature of these streets. The Downtown streets are intended to provide access to commercial establishments and public facilities, and not simply to move traffic. Residential and commercial land uses are loca-



**Figure 4-4**  
**Traffic Volumes**



ted in close proximity in the area, reducing the need for automobiles. Narrow streets are laid out in a grid pattern, allowing for multiple routes from any origin to any destination Downtown. In such an area, congestion and parking problems are bound to occur. They can be ameliorated, but they cannot be completely resolved without destroying the very elements that make Downtown desirable in the first place.

The city's scenic drives are intended primarily for recreational travel. They follow the coast where the views encourage leisurely driving, walking, and bicycling.

#### 4.2.7 Existing and Potential Problem Areas

For the most part, Pacific Grove's collector and arterial streets and intersections handle their current daily traffic volumes well. Some weekday congestion occurs along parts of Central, Forest, David, and Congress, while weekend congestion occurs along Ocean View Boulevard.

**Impacts from Future Growth.** Traffic in the city has increased at a rate of 2 percent annually since the 1970s. Additional development would contribute to a further increase in congestion. There are six vacant

**Figure 4-5**  
**Level of Service Criteria for Signalized Intersections**

Level of Service	Vehicle delay (seconds)	Description
A	5	Very little delay. LOS A occurs when progression is extremely favorable, and most vehicles arrive at the intersection during the green phase. Most vehicles do not stop at all. Short signal cycle* lengths may also result in little delay.
B	5.1-15.0	Good progression or short signal cycle lengths. More vehicles stop than for LOS A, causing longer average delays.
C	15.1-25.0	Longer delays may result from fair progression or longer signal cycle lengths. Individual cycle failures, in which vehicles wait through more than one signal cycle, may begin to appear. The number of vehicles stopping is significant at this level, although many still pass through the intersection without stopping.
D	25.1-40.0	Influence of congestion becomes more noticeable. Longer delays may result from some combination of unfavorable progression, long signal cycle lengths, or high v/c ratios.** Many vehicles stop, and the proportion of vehicles not stopping declines. Individual signal cycle failures are noticeable.
E	40.1-60.0	Considered to be the limit of acceptable delay. These long delays generally indicate poor progression, long signal cycle lengths, and high v/c ratios. Individual signal cycle failures are frequent.
F	60.0	Considered to be unacceptable to most drivers. This condition often occurs with oversaturation, i.e., when arrival flow rates exceed the capacity of the intersection. It may also occur at high v/c ratios, with many individual signal cycle failures. Poor progression and long signal cycle lengths may also cause these high delays.

\*A signal cycle is the complete sequence of signal indications, i.e., green-yellow-red.

\*\*The ratio found by dividing the volume of traffic by the capacity of the intersection. Volume is determined by counting vehicles; capacity is determined by applying standards based on size and type of intersection.

Source: Adapted from Highway Capacity Manual, Special Report No. 209, Transportation Research Board, Washington, D.C., 1985

**Figure 4-6**  
**Level of Service Definitions at Unsignalized Intersections (Four-way Stop)**

Level of Service	Average Stopped Delay (seconds/vehicle)
A	< 5
B	5 - 10
C	10 - 20
D	20 - 30
E	30 - 45
F	> 45

Source: Transportation Research Circular No. 373, Transportation Research Board, Washington, D.C., 1991

properties zoned for commercial use that could be developed, 262 buildable sites for single-family dwellings, and the theoretical potential for considerable intensification of use by adding dwelling units to existing properties or expanding existing commercial buildings. (See Chapter 2, Land Use, Figure 2-4.) In theory, under current zoning, at full build-out Pacific Grove could develop from a city of 7,700 dwelling units to one with 13,130 dwelling units. In addition, commercial floor space could increase by almost one million square feet of gross floor area. Full build-out is unlikely, however, during the life of this General Plan for reasons stated in Chapter 2. (See Section 2.5, Modern Development and Build-out.)

A reasonable projection of the likely future development in Pacific Grove and its impact on traffic volumes focuses on several of the gateways identified earlier, which could become chokepoints for greatly increased traffic. The worst levels of service in the city are along Forest Avenue entering the city from the south, and along Central Avenue entering from Monterey on the east. Development that raises traffic volumes, particularly on these streets, should provide mitigations for its increased traffic to maintain a level of service at intersections on these streets at no worse than current levels, and with a goal of no worse than LOS D.

The Transportation Agency of Monterey County (TAMC) has recently modeled projections of population and traffic growth in this region of Monterey County. Their model reinforces concern about these two gateways into and out of the city. Using socioeconomic data from the federal Census and employment trends from the California Employment Development Department, TAMC's model forecasts growth in traffic and then distributes it to the routes drivers are most likely to use. Their model's 20-year projections for traffic in Pacific Grove point to the Central Avenue gateway from Monterey as the area most likely to see significant increases in traffic.

TAMC predicts growth rates in traffic where David Avenue intersects with Lighthouse and Central, along the city's eastern boundary, of 1 percent per year, or between 21.7 and 23.2 percent over 20 years. The next-largest increase in traffic is projected for the Holman Highway/Forest Avenue corridor, where

**Figure 4-7**  
**Levels of Service at Selected Intersections in Pacific Grove, Average Stopped Delay\***

Intersection	Control Type	A.M. Peak Hour		P.M. Peak Hour	
		Average Stopped Delay	Level of Service	Average Stopped Delay	Level of Service
Congress/Cedar/Sunset	All-way STOP	8.2 sec/veh	B	8.6 sec/veh	B
Forest/David	Signal	30.0 sec/veh	D	38.8 sec/veh	D
Congress/Forest Lodge	All-way STOP	10.4 sec/veh	C	7.6 sec/veh	B
Patterson/David	All-way STOP	9.3 sec/veh	B	14.0 sec/veh	C
Presidio/Funston	All-way STOP	3.9 sec/veh	A	8.9 sec/veh	B
Hwy 68/S.F.B. Morse	Signal	4.9 sec/veh	A	6.9 sec/veh	B

\* Seconds/vehicle measures how long a vehicle is stopped and cannot move, and therefore a low seconds/vehicle ratio is desirable.

Sources: Del Monte Park Traffic Study, Final Report, TJKM, 1993; Pacific Grove Public Works Department; Robert M. Shanteau, Ph.D., P.E.



growth rates of 8 to 9 percent are projected over 20 years. These regional projections are useful indications of how regional growth may affect local transportation patterns, and they reinforce the City's forecast of where development will likely increase traffic.

In the commercial districts, development will most likely consist of remodeling or replacing older structures with buildings of similar size. This has been the trend in the Downtown area for the past 10 years. The Forest Hill area, which currently has no vacant lots, does have a number of aging residential buildings on large lots that may be replaced, probably with new commercial or professional space. Redevelopment of older commercial buildings is also likely in the Central-Eardley area, where the impact of the Monterey Bay Aquarium on the creation of new visitor-serving developments should continue to grow.

**The Forest/David Intersection.** In contrast to Downtown, the Forest Hill area is laid out in a more

**Figure 4-8**  
**Level of Service Definitions for Individual Movements at Unsignalized Intersections (Two-way Stop)**

Level of Service	Expected Delay	Reserve Capacity (vehicles/hour)
A	Little or no delay	≤ 400
B	Short traffic delay	300-399
C	Average traffic delays	200-299
D	Long traffic delays	100-199
E	Very long traffic delays	0-99
F	Extreme delays potentially affecting other traffic movements in the intersection	≤ 0

Source: *Highway Capacity Manual, Special Report No. 209, Transportation Research Board, Washington, D.C., 1985*

**Figure 4-9**  
**Levels of Service at Selected Intersections in Pacific Grove, Reserve Capacity\***

Intersection	Control Type	A.M. Peak Hour		P.M. Peak Hour	
		Reserve Capacity	Level of Service	Reserve Capacity	Level of Service
Forest/Sunset **	1-way STOP				
NB left		598 veh/hr	A	457 veh/hr	A
EB left		192 veh/hr	D	90 veh/hr	E
EB right		407 veh/hr	A	313 veh/hr	B
Presidio/Forest	1-way YIELD				
SB right		226 veh/hr	C	300 veh/hr	B
EB left		368 veh/hr	B	188 veh/hr	D
Syida/Hwy 68	1-way STOP				
SB approach		202 veh/hr	C	90 veh/hr	E
EB left		610 veh/hr	A	493 veh/hr	A
Lighthouse/Eardley	2-way STOP				
NB left		847 veh/hr	A	702 veh/hr	A
SB left		990 veh/hr	A	970 veh/hr	A
EB approach		464 veh/hr	A	373 veh/hr	B
WB approach		516 veh/hr	A	228 veh/hr	C
Central/Eardley	2-way STOP				
NB left		780 veh/hr	A	819 veh/hr	A
SB left		898 veh/hr	A	602 veh/hr	A
EB left		301 veh/hr	B	156 veh/hr	D
EB thru & right		533 veh/hr	A	393 veh/hr	B
WB left		291 veh/hr	C	130 veh/hr	D
WB thru & right		568 veh/hr	A	316 veh/hr	B

\*Reserve capacity, in vehicles/hour, is any spare capacity not taken up by existing traffic. A high reserve capacity is desirable.

\*\*NB refers to northbound, SB to southbound, EB to eastbound, and WB to westbound.

Sources: *Del Monte Park Traffic Study, Final Report, TJKM, 1993; Pacific Grove Public Works Department; Robert M. Shanteau, Ph.D., P.E.*

suburban non-grid pattern, which emphasizes directing traffic to the major streets. Alternate routes are usually inconvenient or unavailable. Therefore, care must be taken to ensure that intersections of major streets in the area do not become overloaded. The most critical intersection in the area is Forest/David, which is operating at LOS D. According to the Congestion Management Program, LOS D is minimally acceptable. Nevertheless, current operation at the intersection could be improved through the following Transportation Demand Management (TDM) measures: the addition of a right-turn-only lane on the westerly David approach; changing the signal phasing to add independent left turn phases on David; and retiming the signal to improve traffic flow through the intersection.

In the mid-1970s, the developer of Country Club Gate Center, located at the intersection of Forest and David Avenues, was required, through permit conditions, among other improvements to widen David Avenue along his property frontage to provide sufficient width for a left turn lane in the center of the street and to provide sufficient land for the widening of Forest Avenue. These improvements were made for the purpose of mitigating the traffic impacts anticipated on the roadway system adjacent to Country Club Gate Center from the full build-out of the shopping center in accordance with Use Permit 1001. Although full build-out of the Country Club Gate Center has not yet occurred, the level of service at Forest and David Avenues has declined and is anticipated to continue to decline, due to the cumulative impacts of more vehicles per household, new development both within Pacific Grove and in areas adjacent to it, and increasing visitor trips on the adjacent street system.

If all current residential uses in the commercial districts were converted to mixed commercial and office use, and built to the maximum allowed floor area ratio, and if the Country Club Gate Center, located at the intersection of Forest and David Avenues, were to build the remaining commercial space allotted it in its use permit, the resulting increase in vehicles traveling through Forest/David would reduce the intersection's LOS from D to E. Project review for any future development in the area not previously approved and requiring new discretionary approvals such as, but not limited to, use permit, subdivision, or rezoning, will need to take into account the cumulative impacts of the traffic generated by such new development in combination with projects previously approved and considered vested by the City, such as Country Club

Gate Center. It is recognized by the city council that completion of development which has already been approved and has provided traffic mitigation measures will be allowed even if the level of service declines below desired standards. The Transportation Demand Measures described above are designed to forestall the worst effects of this impact.

**The Central Avenue Corridor.** Neither Central Avenue nor Lighthouse Avenue is controlled by stop signs or signals between David and Downtown Pacific Grove. As shown in Figure 4-3, traffic volumes on Central exceed 16,000 vehicles per day. These high volumes sometimes make it difficult for vehicles to enter or cross Central from the side streets. For instance, traffic turning left from Eardley Avenue onto Central experiences LOS D during the PM peak hour. As a result, many drivers have learned to avoid trying to enter or cross Central during peak periods, and they take alternate routes instead. Fortunately, Central is located in one of the areas of the city that is laid out in the grid pattern typical of older urban style development. Such a grid allows drivers to choose from a number of routes, some of which allow crossing Central at more favorable locations. Unfortunately, some of these alternate routes are on local residential streets. Since Eardley is designated a collector at Central, the City should take some action to encourage traffic to use Eardley rather than local residential streets. The most feasible choice would be to install a traffic signal. A trip reduction program could help prevent increases in future traffic, but is unlikely to reduce traffic significantly from current levels. An all-way stop would not be able to accommodate the traffic volumes on Central.

Eardley between Lighthouse and Pine Avenues is designated an arterial, yet it is controlled by a stop sign at Lighthouse. More typically, an intersection of two arterials would be controlled by a signal, but the intersection is operating acceptably the way it is.

In the Central-Eardley area, the Monterey Bay Aquarium, which straddles the boundary between Pacific Grove and Monterey, is currently, in 1994, developing a major expansion of its exhibit space. Already the Aquarium's popularity has exerted a major impact on the land use and traffic in its vicinity, encouraging visitor-serving businesses and new parking facilities. Although the lion's share of this impact has been on the neighboring city of Monterey, the impacts from the Aquarium have required the implementation of a residential parking permit program in Pacific Grove. With the expansion completed, additional

visitors can be expected to contribute to congestion and pressure for further development in the Central-Eardley area of Pacific Grove as well. From this and other potential development in the area, traffic along Central Avenue can be expected to increase by 4,270 vehicles per day to over 20,000 vehicles per day, reducing the LOS for left turns from Central to Eardley from D to E/F.

**Impact of the Presidio of Monterey.** The streets and intersections used by traffic traveling from the Presidio of Monterey are another area of potential concern, particularly on Prescott Lane, Forest Avenue, and their intersection. The use of Prescott Lane by Presidio traffic to reach Forest Avenue (Highway 68) has resulted in fairly heavy traffic on Prescott Lane during peak times. These traffic flows, the lack of continuous sidewalks on both streets, driveway entry and exit maneuvers along Prescott (a residential street), and the rolling topography of the roadways all have combined to create traffic and safety problems that may intensify.

**The Patterson Lane Corridor.** The corridor comprised by Patterson Lane, Funston Avenue, and Presidio Boulevard is an existing problem area. It is used by motorists as a short-cut between the intersection of Congress and David Avenues and Holman Highway. Residents along Patterson have urged the City to take steps to reduce the volume and speed of traffic on their street. At a minimum, sidewalks and gutters would improve the safety for pedestrians and school children walking along Patterson.

**Holman Highway.** Traffic volumes on Holman Highway between Pacific Grove and Highway 1 are high, but not high enough that they exceed the LOS standards in the Congestion Management Plan. In any case, current City policy does not support adding capacity to Highway 68, since that would not only be environmentally damaging to the forest along the highway, but would also funnel more traffic onto Forest Avenue from the south, add to the traffic on the street system in the Forest Hill area, and be counter to the goals of trip reduction.

As required by the Congestion Management Plan, Pacific Grove has adopted a Trip Reduction Ordinance (TRO) that will facilitate a shift from reliance on automobiles to alternative modes of transportation. This TRO is expected to decrease the growth rate of automobile travel in the city, thereby forestalling a worsening of traffic congestion.



*Holman Highway*

#### 4.2.8 Traffic Accident Patterns

In 1993, there were 241 reported traffic collisions within Pacific Grove, up slightly from 235 in 1992. Figure 4-10 tabulates the traffic collisions reported in those two years by type and severity. The primary collision factors were unsafe speed and failure to yield right-of-way. According to the Police Department, Pacific Grove does not have any high hazard locations.

#### 4.2.9 Goals, Policies, and Programs—Streets and Roads

<b>GOAL</b> <b>1</b>	<b>Create and maintain a road network that will provide for the safe and efficient movement of people and goods throughout the city consistent with the goals of the City and the protection of the environment.</b>
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<b>GOAL</b> <b>2</b>	<b>Protect residential areas from high-volume, high-speed traffic and its impacts.</b>
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<b>POLICY 1</b>	<b>Adopt standards for street design and access that provide safe and efficient movement of goods and people consistent with environmental capacity.</b>
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<b>POLICY 2</b>	<b>Strive to maintain a level of service no worse than C during peak periods on</b>
-----------------	---



**Figure 4-10**  
**Type and Severity of Traffic Collisions in Pacific Grove, 1992 and 1993**

Motor Vehicle Versus	1992			1993		
	Property Damage	Injury	Death	Property Damage	Injury	Death
Pedestrian	1	3	1	1	9	
Bicycle	3	6		3	7	
Parked Motor Vehicle	53	2		55	4	
Other Motor Vehicle	95	26		95	28	
Fixed Object	20	8		19	5	
Other Object	2	--		5	--	
Non-collision	4	10		1	7	
Animal	1	--		2	--	
Subtotals	179	55	1	181	60	0

Source: SWITRS, California Highway Patrol, 1992 and 1993

**arterials and collector streets within the city. Accept level of service D during weekday peak-periods at intersections that in 1994 are close to or at the limits of LOS D on arterial routes outside the Downtown area.**

This General Plan attempts to coordinate land use and transportation by providing for improvements to the circulation system, where appropriate and affordable. At the same time, the Plan recognizes that current levels of service cannot be maintained everywhere if the city is to grow even moderately, provide additional housing, and avoid disrupting existing neighborhoods.

**Program F** Develop an ongoing program of traffic counts and accident analysis.

The purpose of the traffic studies is to monitor traffic and accident conditions in order to prevent congestion and unsafe or hazardous conditions from developing.

**Program G** Adopt an ordinance to require mitigation measures or mitigation fees to offset the negative impacts of proposed developments or intensifications along the city's arterials and collectors.

The ordinance will require applicants of projects exceeding a threshold (to be established as part of the ordinance) to engage qualified traffic engineers to conduct traffic impact analyses related to their individual developments. The ordinance will establish criteria for the scope of those analyses to ensure that they address the traffic impacts of the project and the cumulative impacts of other developments. The ordinance also will set forth standards for the kinds and levels of mitigation to be achieved. The desired outcome will be traffic engineering studies that identify potential traffic impacts and suggest mitigation measures that will keep traffic consistent within acceptable service levels. On the basis of the studies, the City will specify mitigation measures or require the payment of mitigation fees as conditions prior to approving developments or intensifications along the city's arterials and collectors.

**Program H** Adopt tour bus regulations, including designated routes.

**Program A** Implement the street classification system in Figure 4-2, Circulation Map, which identifies the functions of streets.

**Program B** Use the City's Capital Improvement Program to implement the policies and programs in this chapter.

**Program C** Continue maintenance of streets sufficient to avoid deterioration of facilities.

**Program D** Share the cost of new road construction and rehabilitation as equitably as possible among benefiting property owners and/or users.

**Program E** Inventory the level of service on all arterials and collector streets to establish a baseline for future traffic impact studies.

Program I Continue the practice of designating truck routes and weight limits on sensitive streets.

The City will consider the weight and turning requirements of trucks in designating truck routes.

**POLICY 3 Ensure maximum evacuation traffic-carrying capacity for emergencies.**

Program J Establish and maintain emergency access agreements with the Presidio of Monterey, Del Monte Forest, and the City of Monterey.

Program K Incorporate procedures for emergencies and evacuations in the City's Emergency Response Plan.

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**GOAL 3 Communicate and cooperate with adjacent jurisdictions, the County, the State, and federal agencies concerning all transportation-related issues.**

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The following policies and programs will be pursued as staff time and resources allow.

**POLICY 4 Continue to participate in State, regional, and local transportation planning efforts to ensure coordination of the expansion and improvement of the region's transportation system.**

**POLICY 5 Continue to communicate formally and informally with adjacent jurisdictions to ensure cooperation in the development of transportation systems that cross jurisdictional boundaries.**

**POLICY 6 Work with other cities, the County, and the State to improve safety, to ensure adequate overall traffic capacity, to reduce congestion, and to minimize the circuitry and length of trips.**

Program L Coordinate with the City of Monterey on circulation improvements in the Lighthouse corridor and in the vicinity of the Monterey City boundary.

Program M Consider establishing a benefit assessment district to install sidewalks, widen the roadway, and install a two-way, left-turn lane along Prescott Lane.

The City will investigate the feasibility of participation by the Presidio of Monterey in the assessment district.

Program N Support and encourage continued efforts to implement safety improvements on Highway 68 (Holman Highway) while preserving, as much as possible, the views of the forest edges along the highway and the tree-framed vistas of Monterey Bay that motorists enjoy as they enter Pacific Grove along this route.

The City supports keeping Holman Highway between Pacific Grove and CHOMP as a basic two-lane section, since widening it to a basic four-lane section would destroy the views and vistas that now exist. The term "basic two-lane section," as used in this General Plan, means a highway having two through lanes between intersections and recognizes that turn lanes may be necessary at some locations to maintain a safe and orderly flow of traffic. The intent is to discourage additional vehicular traffic on the highway. Limited improvements such as turn lanes and paved shoulders for bicyclists are consistent with this effort as long as the forested character of the highway is maintained.

The City also supports expanding the segment between CHOMP and Highway 1 to a basic four-lane section, since it is a critical emergency route for the region.

## 4.3 TRANSPORTATION SYSTEM MANAGEMENT

Transportation System Management (TSM) is the philosophy of improving the transportation system by managing it more effectively, rather than simply investing in costly roadway and parking expansion improvements. TSM programs include low-cost, "fine tuning" improvements for the street system, as well as Transportation Demand Management (TDM) actions aimed at meeting transportation needs by changing demand patterns. TDM actions include shifting trips away from single-occupant driving to transit, car/vanpooling, walking, and bicycling; shifting trips to hours when there is more capacity; or even reducing overall demand for travel through computer technology and planned mixed-use developments.

#### 4.3.1 Goals, Policies, and Programs— Transportation System Management

**GOAL 4** Limit the increase in auto use through Transportation System Management (TSM). Increase transit ridership, carpooling, vanpooling, walking, and bicycling.

**POLICY 7** Limit the increase in Vehicle Miles Traveled (VMT) in accordance with Air Quality Management Plan goals.

**Program O** Limit growth in vehicle miles traveled to about 4.5 percent between 1994 and 2005, particularly by discouraging employees and residents from driving alone.

**Program P** Support the TAMC Congestion Management Program to encourage developers and major employers to prepare trip reduction plans.

**Program Q** Develop a trip reduction program for City employees.

**Program R** Cooperate with the TAMC Congestion Management Program in developing trip reduction programs for major employers.

**Program S** Encourage the use of alternative commute modes by the major institutions, such as the Monterey Bay Aquarium and the Asilomar State Beach and Conference Grounds.

**Program T** Encourage and facilitate formation of one or more Transportation Management Associations (joint public-private organizations that encourage use of alternatives to solo driving) in areas such as Downtown, Forest Hill, American Tin Cannery, etc.

**Program U** Support the use of parking management strategies as part of employee trip reduction programs, including voluntary establishment of parking fees for private parking provided by employers.

**POLICY 8** Maximize the efficiency of the street system through low-cost physical improvements.

**Program V** Identify and implement low-cost improvements.

Examples of low-cost physical improvements include channelization, striping, signal timing, and the addition of turn lanes.

**POLICY 9** Encourage visitor use of public transit, private tour buses, bicycling, or walking.

**Program W** Provide information to visitors on alternatives to the private automobile for touring Pacific Grove and distribute through hotels and major attractions.

**POLICY 10** Encourage design for new and expanded development that facilitates access by transit, walking, bicycles, and carpools.

## 4.4 PARKING

The allocation of land for parking automobiles in the city is becoming more of a problem as the number of cars per household increases. Whereas in 1960 households averaged one car, now they typically require two. This trend is documented in the evolution of the City's parking ordinance, where the off-street parking requirement has climbed steadily from the 1950s, when one space per unit was the norm, to 1.5 spaces per unit in the 1970s and two spaces per unit in the 1980s. Increasing demand for residential parking, coupled with the need for more parking in expanding commercial areas, has put pressure on competing land uses in the largely built-out city.

The Zoning Ordinance as of 1994 requires off-street parking for residential uses: new construction must provide two covered spaces for single-family dwellings, two spaces for multi-family units except for units with less than two bedrooms in which case 1.5 spaces are required. Residents adding to or remodeling existing dwellings, however, find it difficult to meet these parking standards. Many areas of the city, and especially the older sections such as the Retreat, are too densely developed to allow creation of the required number of off-street parking spaces. Parking variances from the norm have been granted by the planning



commission to address this reality, with the understanding that these variances mean increased parking on neighborhood streets.

There are no standards for off-street parking for commercial properties in Pacific Grove. For decades the only focus of commercial activity in the city was the Downtown. Decisions were taken in 1964 to fund the purchase and development of City parking lots through a commercial assessment district, rather than to require off-street parking in the Downtown. Five City lots provide parking in the Downtown, along with on-street parking.

A 1984 parking study of Downtown Pacific Grove quantified existing parking supply, demand, and occupancy. It projected future demand, identified sites for possible additional parking, and recommended a parking program for the Downtown. The study concluded that, while the parking space occupancy rate in 1984 was still within acceptable limits, new development would result in a shortage of 610 public parking spaces at full Downtown build-out. As a result of the study's recommendations, the City re-striped several of the City lots and gained 95 additional spaces. The study's more ambitious recommendations, for building multi-story parking structures, have proven to be more expensive than what commercial property-owners in the Downtown are ready to support.

Despite the absence of a requirement for off-street commercial parking in the commercial areas which have been annexed to the city more recently, the pattern of off-street parking for businesses is largely fixed. With some exceptions, off-street parking in the Central-Eardley and Forest Hill areas is found on small lots serving one or more businesses. Conditions attached to permits for new development in these areas can also be used to increase the available parking.

#### 4.4.1 Goals, Policies, and Programs—Parking

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### **GOAL 5**    **Ensure provision of adequate on- and off-street parking.**

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**POLICY 11**    **With the exception of properties in the former Downtown Parking District, require new development to provide adequate off-street parking.**

**POLICY 12**    **Consider establishing new parking districts in the Downtown and Central-Eardley commercial areas.**

**POLICY 13**    **Require commercial or professional office developments involving expansions, remodelings, or changes in use to provide off-street parking when on-street parking would cause problems of safety or parking congestion.**

All new commercial or professional office developments outside of Downtown will be required to provide off-street parking adequate to serve their clientele. Off-street parking will also be required for existing developments where an intensification or a change in use occurs, and one of the following conditions holds: (1) parking is allowed on-street, but traffic lanes are narrow and in places inadequate to carry current and anticipated traffic volumes, or (2) parking is not allowed along the street. Off-street parking may not be required where on-street parking is allowed and traffic lanes are adequate to carry current and anticipated traffic volumes. Parking requirements for commercial or professional office developments will be decided on a case-by-case basis through the permit process.

**POLICY 14**    **Require off-street parking for new residential developments, and for additions that increase the parking demand.**

Exceptions to the parking standards in the Zoning Ordinance will be considered on a case-by-case basis by the planning commission through the permit review process.

**Program X**    Review, and revise as necessary, off-street parking standards in the Zoning Ordinance.

In assessing the adequacy of its parking standards, the City will survey parking requirements in other California communities and review current published information on parking demand for various land uses.

The planning commission and city council may grant parking adjustments under the Zoning Ordinance. The City will consider granting parking adjustments only after all other possible actions and conditions have been identified and studied. The granting of parking adjustments may be conditioned upon developer payment of in-lieu fees in an amount (calculated

per space required but not provided) sufficient to cover the then-current costs of land acquisition, construction of parking spaces, or the cost of administering a residential parking program in adjacent residential neighborhoods.

**POLICY 15    Develop a specific circulation plan for the Downtown that addresses parking, among other things.**

The plan will recommend measures to improve capacity and safety, and to provide better service to businesses, residents, and visitors in the Downtown area.

**POLICY 16    Promote the efficient use of available public parking facilities.**

**POLICY 17    Consider constructing an additional public parking facility Downtown.**

**POLICY 18    Provide public parking spaces for persons with disabilities.**

Program Y    The ADA Advisory Committee, working with the Traffic Commission, will identify where spaces for the disabled are lacking and propose the most feasible locations for creating the spaces needed.

**POLICY 19    If future growth in traffic volumes requires removing on-street parking places to provide additional traffic lanes, ensure that the spaces are replaced with an equal number of off-street spaces in the same vicinity, when feasible.**

Removing on-street parking to provide traffic lanes would have a negative effect on transit unless special efforts are made to preserve bus pull-out areas.

Program Z    Implement and maintain public parking control measures, such as time limits and other controls, as necessary.

The City discourages the use of parking meters.

## 4.5    ALTERNATIVES TO THE AUTOMOBILE

People do not have to drive to get where they are going. Alternatives to the automobile are available both within the city and the surrounding area. Lack of capacity on key streets and the inability to widen them mean that the city will need to pursue an aggressive program of trip reduction. Furthermore, State legislation mandates the City to participate in regional transportation planning efforts to reduce automobile traffic. As stated in Sections 4.1 and 4.2.7, the City is required to participate in the Congestion Management Plan (CMP) process and to develop a Trip Reduction Ordinance (TRO).

### 4.5.1    Bus Service

As of 1994, Greyhound Bus Lines provided daily regional service from its temporary site at a gas station on Del Monte Avenue in Monterey. There are three departures daily to San Francisco, and three departures to points south, including Los Angeles, via Salinas. Two of the three northbound buses serve some 10 local communities between Monterey and San Francisco, including Castroville, Santa Cruz, and Los Gatos. The other northbound route is an express, stopping only in Gilroy and San Jose before arriving in San Francisco. Southbound buses make numerous stops on their way to Los Angeles, and passengers may make connections going east as well as south from Salinas. Six buses arrive daily in Monterey, three from San Francisco and intermediate points, three from Los Angeles. Once in Monterey, passengers continue on to Pacific Grove via either Monterey-Salinas Transit, taxi, or private auto.

Pacific Grove is a member of the Joint Powers Authority (JPA) that created Monterey-Salinas Transit (MST). MST provides local bus service for Pacific Grove and the rest of the Monterey Peninsula. As part of the MSTJPA, the City contributes almost all of its Local Transportation Funds to MST. As shown in Figure 4-11, MST operates four lines through Pacific Grove, all of which originate at the Monterey Transit Plaza in downtown Monterey. MST also runs buses throughout the Monterey Peninsula and to the Salinas and Watsonville Transit Centers, where connections can be made to Santa Cruz Metropolitan Transit.

**Figure 4-11**  
**Bus Routes in Pacific Grove**

Route Number	Route Name	Hours of Operation	Street Route
1	Asilomar	Half-hourly weekdays between 6:00 a.m. and 7:15 p.m., and hourly on Sundays and holidays	Enters city at Lighthouse; loops around Asilomar State Beach and Conference Grounds via 17 Mile Drive, Pico, Asilomar Avenue, Sunset, Sinex, Cedar, and Willow.
2	Pacific Grove	Hourly, weekdays	Enters city from Monterey on Pine Avenue, then loops around Fountain, Lighthouse, and Carmel Avenues, before heading back to Monterey along Pine.
14	Presidio	Hourly, 7 days	Enters city via Prescott Avenue, then runs along Forest, Sunset, 19th, Sinex, and Fountain before making a loop along Lighthouse Avenue, Asilomar Avenue, Del Monte Boulevard, Ocean View Boulevard, and Pacific Street, and another loop Downtown. It then retraces its path to Monterey.
15	David Avenue	Hourly, weekdays and Saturdays	Enters city at David Avenue and runs along David before making a loop around Del Monte Park via Montecito, Funston, Presidio, and Forest Avenue and heading back to Monterey.

Source: Monterey-Salinas Transit, 1993

In addition, since May 1992 MST has operated the Waterfront Area Visitors Express (the WAVE) between downtown Monterey and a terminus at the Monterey Bay Aquarium/American Tin Cannery with a monthly ridership of 25,000 to 30,000. The WAVE, which was funded as a pilot project by MST, the American Tin Cannery, the Monterey Bay Aquarium, and the Monterey Bay Unified Air Pollution Control District, is intended to reduce traffic congestion and auto emissions in the Monterey Bay Aquarium/American Tin Cannery vicinity. In summer 1994, the WAVE was extended to serve Downtown Pacific Grove as a demonstration project using Congestion Management and Air Quality funds, from the federal Intermodal Surface Transportation Efficiency Act.

As Figure 4-12 demonstrates, the MST bus service is an important mode of transportation to both local commuters and visitors in the city. More than 1,500 persons per day ride the bus on weekdays, and the most popular route, No. 1 Asilomar which runs to the conference grounds and beach areas, carries more than 5,000 persons per week.

#### 4.5.2 Transit Service for the Elderly and Disabled

The City of Pacific Grove contributes a portion of its Local Transportation Funds to RIDES, a special countywide transit program for persons with disabili-

ties and elderly people who cannot ride MST. The service provides wheelchair lift-equipped vans Monday through Friday between 10:00 a.m. and 2:00 p.m. A taxi reimbursement program pays 50 percent of one-way fares of up to \$3.00, seven days a week, 24 hours a day.

#### 4.5.3 Rail Service

Since Southern Pacific abandoned its line through the city, there has been no direct rail service to Pacific Grove. The Southern Pacific Transportation Company does, however, provide limited freight service to Seaside. Trains run three times a week and serve primarily Fort Ord and Lone Star Industries. For passenger service to the San Francisco Peninsula, connections can be made through Monterey-Salinas Transit to AMTRAK's Coast Starlight in Salinas. Caltrans is currently performing a rail feasibility study for the potential return of rail service to the City of Monterey.

#### 4.5.4 Air Transportation

The Monterey Peninsula Airport is located at the eastern edge of the City of Monterey, adjacent to and south of the cities of Del Rey Oaks and Seaside. The airfield has one paved runway which is 6,600 feet long and equipped with an Instrument Landing System and high intensity runway lights. The control tower



**Figure 4-12**  
**Ridership on Bus Routes, 1992**

Route Number and Name	Weekday	Saturday	Sunday	Weekly Total
No. 1 Asilomar	825	721	427	5,273
No. 2 Pacific Grove	105	56	----	581
No. 14 Presidio	446	407	245	2,882
No. 15 David Avenue	246	190	----	1,420
<b>Total Riders on Pacific Grove Routes</b>	<b>1,622</b>	<b>1,374</b>	<b>672</b>	<b>10,156</b>

Source: Monterey-Salinas Transit, 1993

operates between 6:00 a.m. and 11:00 p.m. The publicly-owned airport is operated by the Monterey Peninsula Airport District, a special district with 40 employees.

As of 1994, six commercial airlines (American Eagle, Skywest-Delta, United, United Express, US Air, and US Air Express) served the airport with direct flights to Los Angeles, Orange County, San Jose, and San Francisco. There are 50 arrivals and 50 departures daily at the Monterey Peninsula Airport.

#### 4.5.5 Pedestrian Ways

Much of Pacific Grove can be considered to be pedestrian-friendly. For example, the Retreat's narrow streets and proximity to Downtown encourage walking. The City should continue to improve pedestrian amenities as opportunities become available.

By contrast, the Forest Hill area is not well suited for pedestrians. There are frequent gaps in the sidewalk system, and distances between origins and destinations are great. Traffic volumes are high and streets are wide, making the area "pedestrian-unfriendly." Improvements should be made to bridge the gaps in the sidewalk system, particularly along David and Prescott. For example, stairs could be constructed from the intersection of Forest and David to the Country Club Gate Center.

The Central-Eardley area experiences heavy pedestrian traffic from the nearby visitor attractions and



*The Wave*

mixed land uses. A major feature of this area is the Monterey Peninsula Recreation Trail along the abandoned Southern Pacific Railroad right-of-way. This trail is owned by a Joint Powers Authority (JPA) composed of the City of Pacific Grove, the City of Monterey, and the Monterey Regional Park District. The segment between the Monterey Bay Aquarium and Lovers Point is a mile long, and includes a Class I Bikeway surfaced with asphalt and a walking trail surfaced with decomposed granite. This segment affords some of the best oceanside vistas in the world. Pacific Grove's foresight in providing separate bicycle and walking paths has produced a facility that is popular with visitors and residents alike. The recreational trail extends northward to Castroville and southward to Carmel, forming an integral link in the regional pedestrian and bikeway system.

A number of unofficial, unmarked pedestrian trails traverse the Asilomar State Beach and Conference Grounds. Dunes within the Conference Grounds are continually subject to moderate or heavy recreational use. To protect the dunes, pedestrian access has been limited to a boardwalk that runs from the Conference Grounds buildings to the beach. Development of a recreation trail along the railroad right-of-way would provide an additional coastal access opportunity from the Conference Grounds.

Figure 4-13 is a map of Pedestrian Ways in Pacific Grove.

#### 4.5.6 Bicycle Facilities

Bicycling is popular in the city of Pacific Grove, both for transportation and recreation. The terrain tends to



*Enjoying the Monterey Peninsula Recreation Trail*

be hilly, but the street patterns provide plenty of opportunities to avoid the worst hills. The steepest hill in the city, and one of the steepest in California, is on Patterson Lane between Benito and Piedmont. Fortunately, nearby Presidio Boulevard provides a more gentle ride up the same hill.

Bicycling is a common form of transportation in the Downtown area, and several businesses provide bicycle parking. The City could encourage more businesses to do the same. Bicycling in the Forest Hill area is not popular due to winding streets, steep hills, and the lack of bicycle parking at the businesses.

In 1991, the City of Pacific Grove added a segment to the Monterey Peninsula Recreation Trail by constructing a Class II Shoreline Bikeway between Ocean View Boulevard and Asilomar Avenue and Sunset Drive and Asilomar Avenue. An extension of the southern end of the Class II Shoreline Bikeway is currently being constructed in order to link the City's bicycle trail with a bike route in Del Monte Forest to the south. In 1992, the city council approved the Coastal Parks Plan component of the City's LCP and designated the portion of the Monterey Peninsula Recreation Trail along Ocean View Boulevard between Lovers Point and Asilomar Avenue as a Class III Bikeway. This General Plan proposes that Ocean View Boulevard from Eardley Avenue to 17th Street be designated a Class III Bikeway as an alternative to the popular Recreation Trail, which has become increasingly congested, especially during the summer months. (See Figure 4-14, Bikeways.)

### ***Bikeway Classification System***

Bikeway is the general term for any marked bicycle facility. The Caltrans Highway Design Manual designates three types of bikeways. Each has standards for width, signs, and pavement marking.

<b>Bike Path</b>	<b>(Class I)</b> Bicycles travel on a right of way completely separated from any street or highway.
<b>Bike Lane</b>	<b>(Class II)</b> Bicycles travel in a one-way striped lane on a street or expressway.
<b>Bike Route</b>	<b>(Class III)</b> Bicycles share the road with pedestrians and motor vehicle traffic. Bike routes are marked only with signs.

### **4.5.7 Goals, Policies, and Programs— Alternatives to the Automobile**

**GOAL 6** Promote and maintain public and private rail and transit systems responsive to the needs of all Pacific Grove residents.

**POLICY 20** Support re-establishing the Del Monte Express train between Monterey and San Francisco.

**POLICY 21** Work to assure that Monterey-Salinas Transit (MST) bus service responds to local needs.

For example, bus service in Pacific Grove could be improved by linking the Del Monte Park area to the Downtown.

**Program AA** Encourage the provision of bus shelters at appropriate locations.

**Program BB** Continue to support the WAVE and its extension into Pacific Grove.

MST continues to seek funding for route extensions into Pacific Grove.

**POLICY 22** Encourage privately-owned transit systems—such as taxis, private bus companies, and para-transit services—to provide convenient transfers to and from public transit.

**POLICY 23** Work with the Monterey Peninsula Airport District and Monterey-Salinas Transit to support increased public transit service to the airport for visitors and residents.

**Program CC** Encourage the provision of improved transit services to and from the Monterey Peninsula Airport.

**Program DD** Work with hotels and motels in the city to encourage them to provide shuttle service for their guests.

As of 1994, MST serves the airport once an hour in each direction. There are no hotel or motel shuttles that routinely serve the airport. Many visitors who rent cars would not need to if alternative airport transportation were provided.

**Program EE** Work with MST in using MST's Design Standards Development Review Guidebook to evaluate development or capital improvements projects along MST routes.

**POLICY 24** Encourage Monterey-Salinas Transit to serve Pacific Grove with the smallest, most efficient low-emission buses practicable.

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**GOAL**  
**7** Promote pedestrian and bicycle travel as alternatives to automobile use.

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**POLICY 25** Create and maintain a safe and convenient system of pedestrian and bicycle pathways throughout the city.

**Program FF** Develop an inventory of existing sidewalks, pedestrian trails, and handicapped ramps. Identify gaps and other deficiencies in the pedestrian system. Use the City's Capital Improvement Program to

bridge the gaps and resolve the deficiencies.

**Program GG** Coordinate bicycle and pedestrian route planning with the City of Monterey, the Pacific Grove Unified School District, Monterey County, the State Department of Parks and Recreation, the U.S. Coast Guard, and the Monterey Peninsula Regional Park District (LUP, 5.4.2).

**Program HH** Require new development to pay its fair, legal, and equitable share of the costs to develop a comprehensive system of pedestrian and bicycle pathways.

**POLICY 26** Continue efforts to improve safety and reduce conflicts among various users of the Monterey Peninsula Recreation Trail.

**Program II** Improve segments of the Monterey Peninsula Recreation Trail that lie within Pacific Grove where conflicts between pedestrians and bicyclists have occurred due to trail design.

**Program JJ** Continue and improve enforcement and education efforts to reduce reckless bicycling and skating and to encourage pedestrians to stay on the unpaved portion of the Monterey Peninsula Recreation Trail.

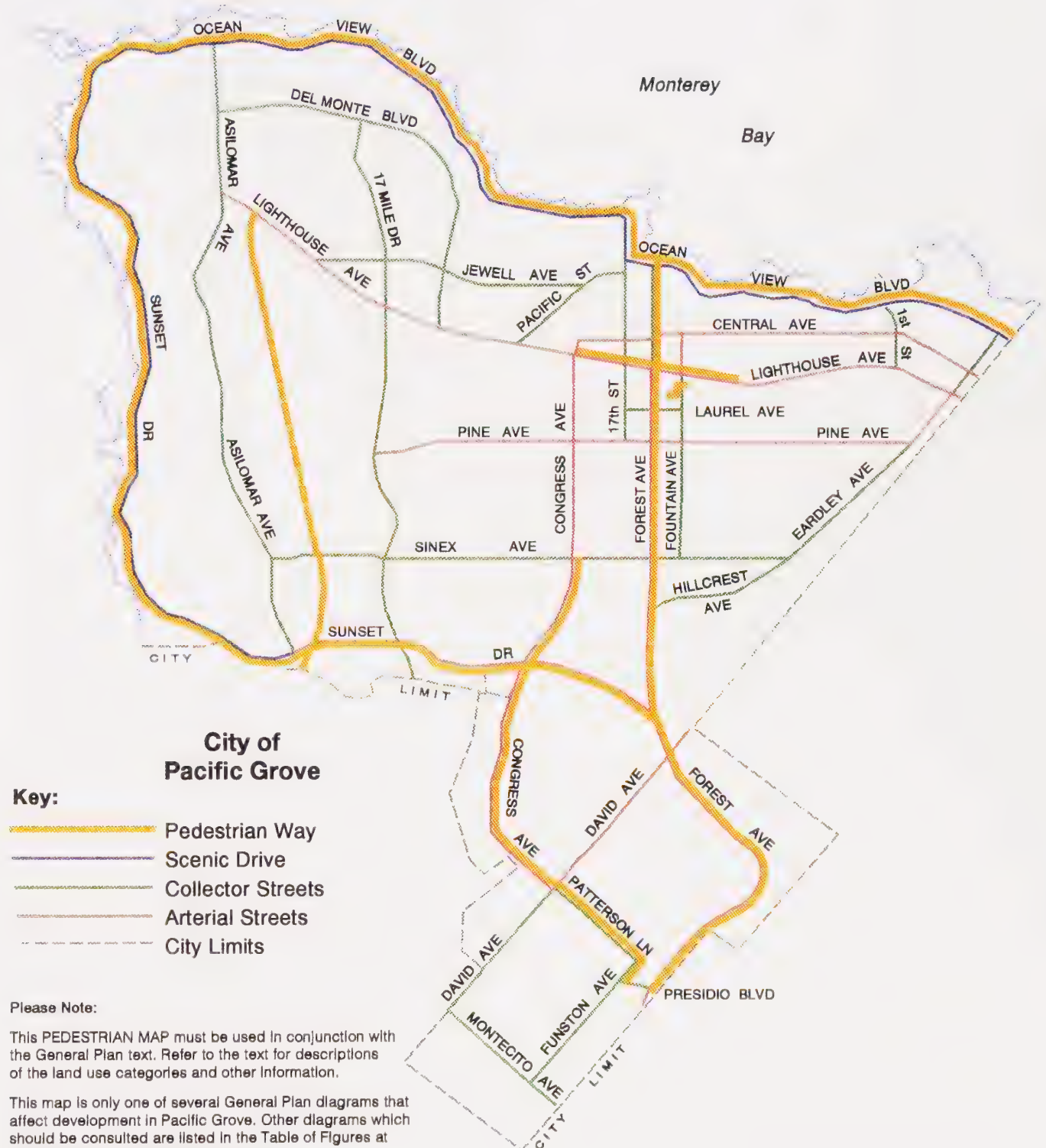
**Program KK** Widen any narrow segments of the unpaved portion of the Monterey Peninsula Recreation Trail within Pacific Grove and continue efforts to maintain that portion in good condition.

**POLICY 27** Pursue the acquisition and development of the remainder of the Southern Pacific right-of-way within Pacific Grove for recreational, trail, and open space use.

The part of the right-of-way not already purchased by the JPA and developed as a bicycle and pedestrian trail runs from Monarch Pines Mobile Home Park northwest through the municipal golf course before turning south. It then runs through the Pacific Grove Acres neighborhood to Sinex Avenue. The possible

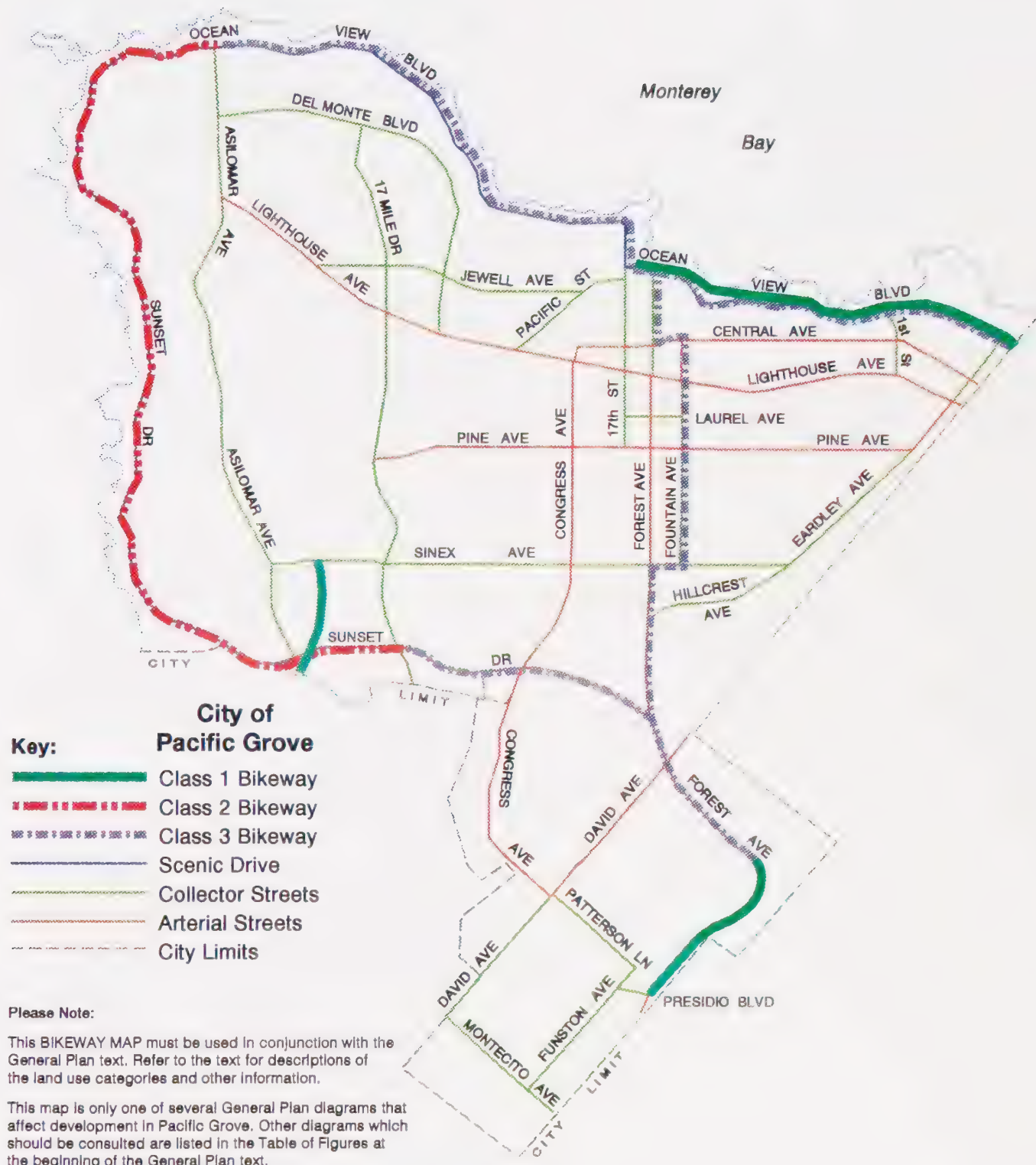


**Figure 4-13**  
**Pedestrian Ways**





**Figure 4-14**  
**Bikeways**







conversion of this stretch of the right-of-way—which still belongs to the Southern Pacific Land Company—into a recreational trail has been a continuing topic of discussion. To insure continuity of Monterey Peninsula coastal zone access and recreational development, the formulation of development standards should be coordinated with Monterey City and County access plans for the Cannery Row/Fisherman’s Wharf and Spanish Bay areas. Alternate routes in the Monarch Pines Mobile Home Park area should be determined, and safe and defined access points to that route should be developed in a manner that reduces impacts on adjacent land uses (LUP, 4.2.6.4).

**POLICY 28    Separate bikeways from vehicle traffic to the maximum extent possible.**

**POLICY 29    To minimize traffic hazards, on-street bicycle routes should be provided only on streets where the available roadway width and traffic volumes permit safe coexistence of bicycles, pedestrians, and motor vehicles.**

While City policy is to emphasize bikeways that are separate from vehicle routes, the bicycle system will include streets that are signed bike routes (these are designated Class III under a classification system used by the State), striped bicycle lanes within public streets (Class II), and paths that are separated from streets (Class I). Pedestrian ways and bikeways—and where appropriate, vehicle routes—may be combined.

**POLICY 30    Require bicycle parking facilities at all new major public facilities, business and employment sites, shopping centers, and popular visitor destinations (LUP, 4.2.5.5).**

This LUP policy will be applied citywide.

Program LL    Prepare and adopt requirements for secure bicycle racks at new commercial and employment sites.

Program MM    Encourage existing businesses to supply bicycle parking facilities such as bike racks for customers and bike lockers for employees.

Program NN    Provide bike racks for visitors and bike lockers for employees at City Hall, the Community Center, and other City facilities.

**POLICY 31    Consider bicycle and pedestrian safety when implementing improvements for automobile traffic operations.**

Program OO    Expand the Pedestrian Ways and Bike-ways Plan components of the Circulation Plan to include access for persons with disabilities consistent with the Americans with Disabilities Act.

**POLICY 32    Develop a safety program for in-line skaters and skateboarders that involves education, enforcement, and provision of suitable facilities.**

Program PP    Work for State legislation that defines skaters as either vehicles or pedestrians, whichever is safer and more appropriate.

Program QQ    Work with Pacific Grove Unified School District to develop skating educational materials and skating curricula for schools.

Program RR    Develop skating facilities within the city.





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# 5 Parks and Recreation

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Pacific Grove and its scenic coast offer residents and visitors a wide range of recreational opportunities, ranging from simply enjoying a view of the bay to more formal nature study, walking, jogging, cycling, diving, surfing, and sport fishing.

The City, the State, and the Pacific Grove Unified School District each own and operate an extensive system of parks, recreation facilities, and open space areas in Pacific Grove. The Recreation Department administers City park and recreation programs, and maintains recreation facilities. City parks are maintained by the City's Public Works Department.

Despite an apparent abundance of land devoted to recreation and open space uses, there is a growing need for facilities for community meetings, indoor group activities, and cultural events.

## 5.1 EXISTING PARKS AND RECREATION FACILITIES

There are 28 formally-designated park, open space, and recreation facilities in Pacific Grove in addition to public school facilities used for recreation. Several other areas constitute important open space resources, but are not available for traditional park and recreation use. The system of park and recreation areas can not be assessed according to typical park and recreation standards, for a number of reasons: (1) several parks are on the coast which makes service areas difficult to establish; (2) many parks have natural areas with steep topography or substantial tree cover, and thus their recreational use is quite limited; (3) the heavy use of the City's coastal parks by visitors makes them *de facto* "regional parks"; (4) the Municipal Golf Course (a substantial portion of the City park land) serves a highly specific group; and (5) local residents use the Asilomar State Beach and Conference Grounds.

To inventory and describe the City's parks and recreation facilities (see Figure 5-1), the following classification system was developed:

- A. Shoreline Park Network (23.4 acres)
- B. Neighborhood Parks-Recreational (5.6 Acres)
- C. Neighborhood Parks-Natural Areas and Open Space (3.82 acres)
- D. Community Parks-Recreational (94.9 acres)
- E. Community Parks-Natural Areas and Open Space (40 acres)
- F. Regional and State Parks (112 acres)
- G. Other Parks, Recreation Facilities, and Open Space Areas (49.9 acres)
- H. Public Schools (85.9 acres)
- I. Visual Open Space Resources (33.7 acres)

Total: 449.2 acres

The total acreage of parks, open space, and recreation facilities shown here differs from the land use description in Figure 2-3, Chapter 2. This discrepancy is due to the inclusion here of the public schools as recreation sites, and to differences in the categories to which some of the other properties are assigned. The Visual Open Space Resources category consists here of El Carmelo Cemetery, the California-American reservoir, and Hopkins Marine Station. In Figure 2-3, however, the reservoir and the Hopkins Marine Station are listed by their ownership, under Public/Private Facilities, not in the Parks and Open Space category. The combined acreage of the public schools, the reservoir, and the Marine Station (107.32 acres) is the difference between the total for parks and open space given in Figure 2-3 and the total given here.

The *Shoreline Park Network* includes all parks and recreation areas located on the coastal edge of the city. These facilities (described in detail below) serve their

contiguous neighborhoods, the community as a whole, and regional recreation needs.

*Neighborhood Parks* are intended to serve the recreation needs of people living or working within a half-mile of the park. *Community Parks* are larger than neighborhood parks and are intended to provide recreation opportunities beyond those supplied by the smaller neighborhood parks. In the list below, these facilities are subdivided into areas with active and formal park and recreation uses and facilities, and parks principally having natural areas limited to passive use.

#### A. Shoreline Park Network, 23.4 acres

1. Berwick Park (one acre) is located on the coastal side of Ocean View Boulevard between 9th Street and Carmel Avenue, south of the Recreation Trail. It offers spectacular views of Monterey Bay and the surrounding coastline. Part of the park has a large, well-manicured lawn area with gentle topography. The remainder has a natural landscape with rocky outcrops and native vegetation.
2. Lovers Point Park, located at the foot of 17th Street, is a landscaped community park of 4.4 acres. It is used for picnicking, fishing, sunning, swimming, water sports, and surfing. Lovers Point's amenities include a large lawn area, a sand volleyball court, a children's swimming pool, sandy beaches, rocky outcrops, a concrete pier structure, and a restaurant and snack bar.

#### Key to Figure 5-1, Parks and Recreation Facilities

##### Shoreline Park Network

- 1 Berwick Park
- 2 Lovers Point Park
- 3 Perkins Park
- 4 Shoreline Park

##### Neighborhood Parks—Recreational

- 5 Arnett Park
- 6 Caledonia Park
- 7 Jewell Park
- 8 Platt Park

##### Neighborhood Parks—Natural Areas and Open Space

- 9 Andy Jacobson Park
- 10 Chase Park
- 11 Esplanade Park
- 12 Greenwood Park
- 13 Higgins Park

##### Community Parks—Recreational

- 14 Municipal Ball Park
- 15 Community Center and Tennis Courts
- 16 Municipal Golf Course

##### Community Parks—Natural Areas and Open Space

- 17 George Washington Park
- 18 Lynn "Rip" Van Winkle Open Space

##### Regional and State Parks

- 19 Asilomar State Beach and Conference Grounds
- 20 Rocky Shores Addition to Asilomar State Beach
- 21 Monterey Peninsula Recreation Trail

##### Other Parks, Recreation Facilities, and Open Space Areas

- 22 Monarch Grove Sanctuary
- 23 Rec Club
- 24 Chautauqua Hall
- 25 Elmarie Dyke Open Space
- 26 Hayward Park
- 27 Southern Pacific Railroad Right-of-Way
- 28 Point Pinos Lighthouse Reservation

##### Public Schools

- 29 Robert H. Down School
- Forest Grove Elementary School
- David Avenue School
- 30 Lighthouse Adult School
- 31 Pacific Grove Middle School
- 32 Pacific Grove High School

##### Visual Open Space Resources

- 33 El Carmelo Cemetery
- 34 California-American Water Reservoir
- 35 Hopkins Marine Station

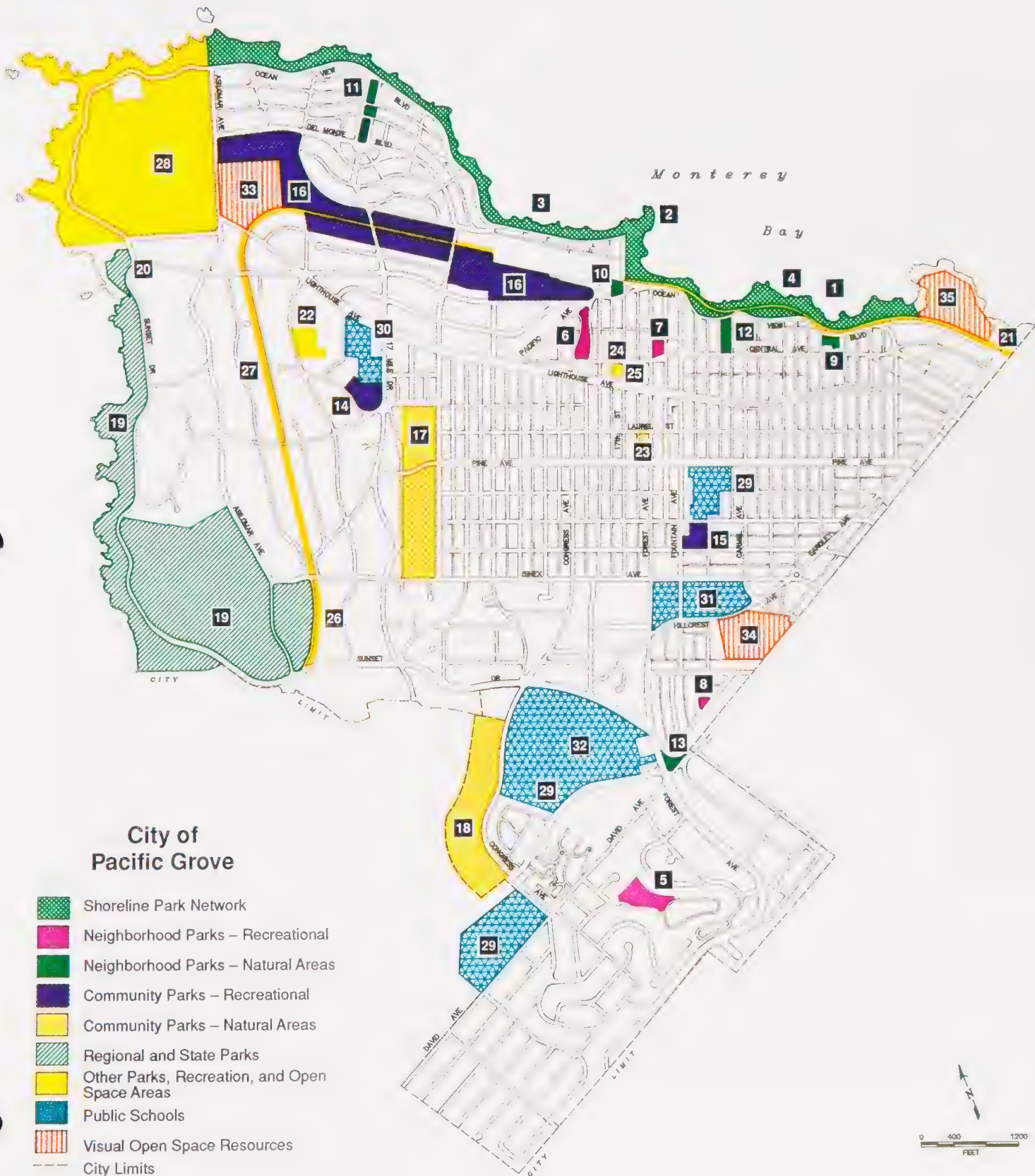


*Bathing in the surf, circa 1905*

Source: The Pat Hathaway Collection



**Figure 5-1**  
**Parks and Recreation Facilities**







## The Feast of Lanterns

The Feast of Lanterns is an annual community festival in Pacific Grove. Various events are spread throughout the festival week, including sports tournaments, a pet parade by the children, a street dance, a sand castle contest, a salad potluck luncheon, and a chicken barbecue at Lovers Point.

In part, the Feast of Lanterns commemorates Pacific Grove's early days as a Methodist summer campground. First held in 1895 as the closing high point of the Chautauqua series of lectures and concerts, early festivals featured parades of people dressed in exotic ethnic costumes. The festivals ended at Lovers Point with the lighting of Chinese paper lanterns at the beach.



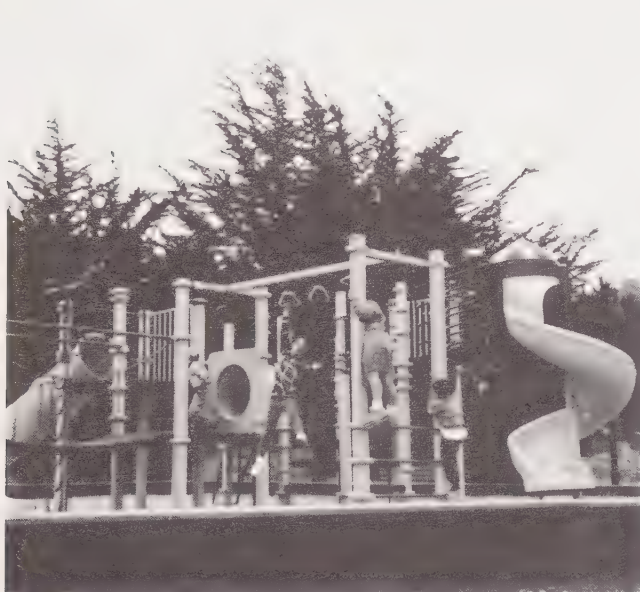
*The Feast of Lanterns at Lovers Point, circa 1910*

*Source: The Pat Hathaway Collection*

Held from the turn of the century through the 1930s, the festivals were interrupted by World War II. In 1951 Elmarie Dyke, a tireless organizer and Pacific Grove booster, revived the Feast of Lanterns. She elaborated on the early traditions, wrote the script for the Saturday night pageant, and gave the festival its current fondly cornball savor. Spectators gather on their blankets and beach chairs for the Saturday evening climax of the Feast of Lanterns at Lovers Point beach. Members of the Pacific Grove Ocean Rescue Unit, in their wet suits, delight the children by floating a papier mache dragon over the water toward the shore. This dragon breathes "smoke" from its fire extinguisher mouth. The pageant is enacted on the breakwater. It retells the Chinese tale of thwarted and triumphant young lovers seen on the popular "Blue Willow" china pattern. Typically the crowd hisses the villain, sighs with the heroine, and cheers the hero.

Along the beach and the surrounding cliffs, people light hundreds of multi-colored Chinese paper lanterns, which glow in the dusk. The pageant ends with fireworks exploding gloriously over the bay. People leave smiling.

3. Perkins Park is the section of shoreline between Lovers Point and the Esplanade. (Acreage is included in Shoreline Park.) It was named for local resident Hayes Perkins, who planted the first pink ice plant along this section of the waterfront. The park is well maintained and is landscaped with "magic carpet" ice plant and stone terrace walls. Walking trails in Perkins Park are heavily used.
4. Shoreline Park (18 acres) is the designation applied to those portions of the publicly-owned waterfront not otherwise named from Hopkins Marine Station at its eastern boundary, around the shoreline along Monterey Bay to the foot of Asilomar Avenue on the west.
- B. Neighborhood Parks—Recreational, 5.6 acres**
5. Earl "Topper" Arnett Park (three acres) is located at the intersection of Piedmont and Moreland Avenues. It has a baseball field, two playground areas with swings and slides, a large playground structure, picnic tables, a barbecue grill, and rest rooms.
6. Caledonia Park (1.69 acres) is located on Caledonia between Central and Jewell Avenues (behind the Post Office). It contains an open space free-play area, tots' play area, playground and climbing equipment for older children, a baseball backstop, basketball court, picnic tables, and rest rooms. It is often used by Pacific Grove residents for family picnics and small group events.



Arnett Park



Jewell Park

7. Jewell Park (0.6 acres) is a small block bounded by Park Place and Central, Grand, and Forest Avenues in the City's civic district. Bordering the park are the City's museum, library, and a City-owned building used by the Chamber of Commerce. The park's urban character is established by a well-maintained lawn area, specimen trees, gentle topography, a small meeting building with a kitchen, a gazebo suitable for outdoor performances, and several benches.

8. Platt Park (0.3 acres) is bounded by Morse Drive, McFarland Avenue, and Platt Court. The unimproved park has a gentle topography and many trees.

#### **C. Neighborhood Parks–Natural Areas and Open Space, 3.82 acres**

9. Andy Jacobson Park (0.57 acres) is located at the corner of Ocean View Boulevard and 7th Street. Planted primarily with native plants, it resembles a lush backyard garden, is rugged and natural in appearance, and is well maintained.
10. Chase Park (0.5 acres) is located at Ocean View Boulevard and Briggs Avenue and is divided by Ocean View Boulevard into two parcels. The western parcel is rugged and unimproved. The eastern parcel is contiguous to a parking area, and consists of a very small landscaped area with a bench and a path.
11. Esplanade Park (1.2 acres) is located on Esplanade between Ocean View and Del Monte

Boulevards. It is unimproved, with gently rolling topography and many Monterey cypress trees.

12. Greenwood Park (1.1 acres) is a full block bounded by Ocean View Boulevard, Central Avenue, 12th Street, and 13th Street. Like Esplanade Park, it has a natural landscape character and large trees (predominantly eucalyptus). The park follows a moderately steep ravine with a seasonal creek at its bottom. Except for a footbridge across the ravine, there are no improvements.

13. Higgins Park (0.45 acres) is located at the intersection of Forest and David Avenues. This rugged park with steep terrain contains many Monterey pine and coast live oak trees. Improvements are limited to several park benches.

#### **D. Community Parks–Recreational, 94.9 acres**

14. The night-lighted Municipal Ball Park (2.87 acres) is located at 17 Mile Drive and Pico Avenue. It is used primarily for youth baseball, and youth and adult softball. In 1992, the City Council adopted a Ball Park Master Plan, which outlines conditions of use such as hours, scheduling, lighting, and parking, and a program of proposed physical improvements.
15. The Pacific Grove Community Center/Morris Dill Tennis Courts (two acres) is located at 515 Junipero Avenue. The Center offers daytime community programs, including preschool care and social events for all ages, and can be rented.



The five tennis courts and an accompanying tennis pro shop are available during the daytime.

16. The Pacific Grove Municipal Golf Course (90 acres (including 36 acres of city property east of Asilomar Avenue and a 54-acre portion of the Point Pinos Lighthouse Reservation west of Asilomar Avenue) is located at 77 Asilomar Avenue. The Peninsula's only municipal golf course, it has an 18-hole course, a clubhouse, golf equipment, electric carts, and a driving range.

#### **E. Community Parks–Natural Areas and Open Space, 40 acres**

17. George Washington Park (20 acres) is the largest of Pacific Grove's city parks. It is six blocks long (from Short Street to Sinex Avenue) between Melrose and Alder Streets. Most of the park is natural forest land that offers important wildlife habitat. Monarch butterflies reside here annually from October to March. The City is in the process of restoring this park, and is planting Monterey pines and native understory. The park contains picnic tables, barbecue grills, rest rooms, a large play structure, and a youth baseball field at Sinex Avenue and Alder Street.
18. Lynn "Rip" Van Winkle Open Space (20 acres) is a narrow ribbon of open space approximately 2,200 feet long and 400 feet wide. Located between Sunset Drive and Forest Lodge Road along Congress Avenue, it is rugged, wild, and heavily forested with Monterey cypress, Monterey pine, and coast live oak. Joggers and walkers extensively use the park, as do people who want to exercise their dogs off-leash.



*George Washington Park*



*Asilomar State Beach and Conference Grounds*

#### **F. Regional and State Parks, 112 acres**

19. The Asilomar State Beach and Conference Grounds (103 acres total) is part of the California State Park System. Asilomar was established as a YWCA retreat in 1913. The State acquired the retreat in 1956 and annexed it to the beach and rocky shoreline which the State Division of Beaches and Parks already owned along the western edge of the retreat.

The Asilomar Conference Grounds (approximately 50 of the 103 acres) are located south of Pico Avenue between Crocker Avenue on the east and Sunset Drive on the south and west. Asilomar's original buildings, designed by architect Julia Morgan, are listed on the National Register of Historic Places. Asilomar can accommodate groups up to 1,000. It has an 850-seat multi-use auditorium, a 450-seat chapel, dining facilities for up to 500, and a wide variety of housing accommodations. The conference facilities are operated by a non-profit corporation committed to providing quality facilities and to preserving the environment. The Monterey pine forest and dune areas of the conference grounds provide a natural setting of high ecological and scenic value.

Asilomar State Beach (approximately 53 acres) is located on the coast side of Sunset Drive between Rocky Shores on the north and the Del Monte property along Spanish Bay on the south. It consists primarily of a rocky coastline with white sand beaches and tide pools. An extensive on-going dune restoration has been undertaken including revegetation with native plants and the construction of a shoreline trail and boardwalk.

20. Rocky Shores addition to Asilomar State Beach extends the northernmost boundary of the Asilomar State Beach and Conference Grounds by adding four lots (three acres). Through joint efforts of the City, the Monterey Peninsula Regional Park District, the Asilomar Operating Corporation, the State Coastal Conservancy, the California Department of Parks and Recreation, private foundations, and individuals, this portion of Rocky Shores was purchased in August 1992 for permanent preservation as public open space.
  21. The Monterey Peninsula Recreation Trail (six acres) extends for about a mile between the Monterey Bay Aquarium and Lovers Point. The trail, located on the former Southern Pacific Railroad right-of-way, has separate walking and cycling paths. It serves as a major walking, jogging, and bicycling route along the northeastern coastline of the city.
- G. Other Parks, Recreation Facilities, and Open Space Areas, 49.9 acres**
22. The Monarch Grove Sanctuary (2.26 acres) is historically a site for overwintering Monarch butterflies. This site was purchased by the City of

Pacific Grove in August 1992 as the result of a bond issue approved by the voters and a grant from the Wildlife Conservation Board. It is protected as open space and butterfly habitat by both the City and the State.

23. The Pacific Grove Rec Club, located at the corner of Laurel Avenue and 16th Street, adjacent to City Hall, was constructed and dedicated for use as a youth center in 1950. As of 1994, this facility is being used temporarily as City offices.
24. Chautauqua Hall (0.29 acres), located at the corner of 17th Street and Central Avenue, is a California Registered Historical Landmark built in 1881 by the Pacific Grove Retreat Association for concerts and entertainment. It is now used for Boy Scout meetings, judo classes, gymnastics, jazzercise, square dancing, fitness classes, the Chautauqua Hall Dance Club, and for special art and craft exhibits.
25. Elmarie Dyke Open Space (0.1 acres), located adjacent to Chautauqua Hall, was purchased by the City in 1990 to enhance Chautauqua Hall. It has been landscaped as an urban garden with flowering plants, a fountain, benches and tables, and a gazebo.



*Point Pinos Lighthouse*



26. Hayward Park, Dedicated to City Volunteers (1.07 acres), located adjacent to Crocker Avenue from Sinex Avenue to Sunset Drive, was donated to the City in 1990 for open space. It will be developed with a trail for hiking and biking. The landscaping will maintain the natural look of Asilomar with native plants and trees typical of the area.
27. The Southern Pacific Railroad right-of-way (12.9 acres), owned by the Southern Pacific Land Company, extends from the Monarch Pines Mobile Home Park on the east to Sinex Avenue on the south. The grassy, tree-lined right-of-way passes through the Pacific Grove Municipal Golf Course. Local residents walk and jog along the portion between Lighthouse Avenue and Hayward Park.
28. Point Pinos Lighthouse Reservation (33.3 acres of shoreline and open space, in addition to the 54 acres used by the Municipal Golf Course), includes the Point Pinos Lighthouse and the stretch of rocky beach and shoreline around Point Pinos from Asilomar Avenue to Jewell Avenue. Point Pinos Lighthouse is the oldest continuously operating lighthouse on the west coast. It is open to visitors on weekends.

#### **H. Public Schools, 85.9 acres**

29. There are three elementary schools (30.23 acres) in Pacific Grove. Robert H. Down School is bounded by Pine Avenue and Junipero Avenue, between 12th Street and Fountain Avenue. Forest Grove Elementary School is located on Congress Avenue next to Pacific Grove High School. David Avenue School is located on David Avenue west of Congress Avenue. Each provides grassy playing fields, playground equipment, and visual open space.
30. Lighthouse Adult School (6.15 acres) is bounded by Lighthouse Avenue, 17 Mile Drive, Short Street, and Ridge Road. Formerly an elementary school, the facility houses the administrative offices for the Pacific Grove Adult Education program and is a site for adult education classes. The grassy fields behind the school include a baseball diamond, and serve as visual open space.
31. Pacific Grove Middle School and District Office (11.5 acres) is bounded by Hillcrest, Carmel, Sinex, and Forest Avenues. Facilities include a quarter-mile track and athletic field, outdoor basketball courts, a gym, and a 600-seat auditorium.

32. Pacific Grove High School (38 acres) is bounded by Congress Avenue, Sunset Drive, and Forest Lodge Road. Facilities include a football stadium and a quarter-mile track, two large baseball fields, eight tennis courts, a gym, and a swimming pool.

#### **I. Visual Open Space Resources, 33.7 acres**

33. El Carmelo Cemetery (12.3 acres) is a visual open space resource contiguous to the Municipal Golf Course east of Asilomar Avenue and north of Lighthouse Avenue.
34. California-American Water Reservoir (8.94 acres) is a visual open space resource near the eastern edge of the Planning Area, on a site bounded by 14th Street and Hillcrest, Carmel, and David Avenues.
35. Stanford University's Hopkins Marine Station (12.48 acres) is located on the coast side of Ocean View Boulevard between Eardley Avenue and 3rd Street. It provides important visual open space at the eastern end of the coastal park network.

## **5.2 PARK GOALS AND POLICIES**

The City's Recreation Master Plan was prepared in 1957. A draft update was prepared in 1977 but was never officially adopted. Development of recreation facilities and planning for additional facilities continued nonetheless. In 1987, the City created a 25-member committee to study the feasibility of improving and expanding recreation facilities at Pacific Grove High School and Forest Grove School through a joint use concept. At that time, no feasible facility-sharing opportunities were identified.

From time to time, the City is presented with opportunities to acquire open space lands that are unique, that would complement existing open space, or that are relatively inexpensive. This General Plan attempts to designate adequate land for development of quasi-public and public uses, including parks; however, the City has no comprehensive framework for evaluating open space acquisition opportunities, nor has it a financial plan for buying open space.

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<b>GOAL</b>  <b>1</b>	<b>Maintain a public park system and recreation facilities suited to the needs of all Pacific Grove residents and visitors.</b>
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## **GOAL 2**     **Designate adequate land for developing parks and recreation facilities.**

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To carry out these goals, the City will establish new park standards and seek outside financial assistance and cooperation, as expressed in Policies 1 through 3, below.

**POLICY 1**     **Establish a standard in acres for combined neighborhood and community park land per 1,000 residents, and require new development to meet that standard.**

**POLICY 2**     **Pursue available and appropriate County, State, and federal funds to acquire park land, upgrade, and develop park facilities.**

**POLICY 3**     **Promote joint-use of public facilities and agreements for sharing costs and operational responsibilities among public service providers. (See Public Facilities, Policy 27.)**

Policies 1 through 3 will be carried out by Programs A through D.

**Program A**     Prepare a new Parks and Recreation Master Plan that addresses the needs of Pacific Grove residents and visitors.

The Parks and Recreation Master Plan will:

- Look ahead at least 10 years, devoting greater detail to improvements planned for the first five-year period;
- Establish goals, policies, and standards for the location, size, and level of development for all existing and proposed parks;
- Identify existing park land deficiencies;
- Evaluate the City's recreation facilities for compliance with the Americans with Disabilities Act and related regulations;
- Establish development priorities;
- Identify financing mechanisms;

- Identify desirable sites for acquisition and development of new parks and open space;
- Schedule the development of community activity centers;
- Address maintenance, improvement, and equipment standards;
- Emphasize joint use of City and School District facilities;
- Re-establish and maintain the use of the Pacific Grove Rec Club as a youth center, unless a more appropriate facility is identified.

Preparation of the Master Plan will be guided further by Policies 4 through 7.

**Program B**     Regularly monitor County, State, and federal funding sources and apply for loans and grants for which the City may be eligible, to acquire, develop, and rehabilitate park land and facilities.

**Program C**     As potential open space sites are identified as available, seek funding to acquire them.

**Program D**     Review periodically and enforce a Master Plan for the Municipal Ball Park.

In carrying out Programs A and C, the City will be guided by the following policies:

**POLICY 4**     **Protect sensitive habitats, natural landforms, and scenic resources in planning for recreation facilities and for open space, taking into account the carrying capacity of the areas.**

This is intended to apply, citywide, the same policy contained in LUP 3.3.4.1.

**POLICY 5**     **Design park improvements in such a way as to facilitate accessibility, security, policing, and maintenance.**

**POLICY 6**     **Where practical, foster the use of drought-tolerant and drought-resistant landscaping in City parks.**

**POLICY 7**     **Give high priority to maintaining, improving, and rehabilitating existing parks.**

### 5.3 RECREATION GOALS AND POLICIES

The Recreation Department provides a wide range of activities that contribute to the recreational and cultural life of the community. Activities include sports, classes, and field trips for age groups from pre-schoolers to seniors.

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**GOAL 3**    **Establish recreation programs suited to the broad needs and diverse interests of Pacific Grove residents of all ages.**

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The City intends to maintain and expand a balanced recreation program that addresses the needs of the various age and interest groups in Pacific Grove.

**POLICY 8**    **Give first priority to residents of Pacific Grove for participation in City-sponsored recreation programs, activities, and leagues, and for the use of City facilities for such activities.**

**POLICY 9**    **Give priority to youth programs and facilities.**

**Program E**    **Re-establish and maintain the use of the Pacific Grove Rec Club as a youth center, unless a more appropriate facility is identified.**

**POLICY 10**    **Evaluate the adequacy of existing facilities and determine their optimum utilization.**

**POLICY 11**    **Consider the needs of the various neighborhoods in developing facilities and programs for indoor and outdoor activities.**

**Program F**    **Establish a method for periodically surveying community needs, attitudes, and preferences for recreation facilities and programs.**

The City periodically will compile statistics concerning the use of recreation facilities and program participation which, together with information from the user attitude and preference survey, will be used by the Recreation Department to program and budget future facilities and activities.

**POLICY 12**    **Promote the active involvement of all affected residents, including those with special needs, such as the disabled and the elderly, in the planning of recreation programs and facilities.**

**POLICY 13**    **Establish cooperative agreements with the Pacific Grove Unified School District for the use of school facilities for City-sponsored recreation programs.**

### 5.4 RELATED GOALS AND POLICIES

Goals and policies related to the coast, and access to it, are found in the Land Use Plan (LUP) and the Coastal Parks Plan of the Local Coastal Program. They encourage, to the fullest extent possible, public access to the coast for recreation purposes. In addition, the Transportation Chapter of this General Plan sets forth plans for a network of pedestrian and bicycle pathways connecting parks and open space areas with other destination points within and beyond the city.





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# 6 Natural Resources

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This chapter combines the requirements of the State-mandated conservation and open space elements. The conservation element is intended to cover water, forests, soils, rivers, harbors, fisheries, wildlife, minerals, and other natural resources. The open space element is intended to cover open space for the preservation of natural resources, outdoor recreation, and public health and safety.

## 6.1 CLIMATE

Pacific Grove has a coastal Mediterranean climate characterized by moderate temperatures throughout the year with mild winter rains and cool summers influenced by coastal fog and onshore breezes. The local climate is largely dominated by the Pacific High Pressure Cell. The proximity of this high pressure cell to the California coast is responsible for large-scale weather patterns within the Monterey Bay region, including rain, wind speed and direction, air temperature, and fog conditions.

Between April and September, prevailing winds are from the northwest nearly 60 percent of the time. During the winter, winds accompanying storm fronts will be from the south, southwest, or southeast. Prevailing winds are still from the northwest or north nearly 50 percent of the time, but are generally weaker than in spring or summer.

Average annual precipitation is about 16 inches, approximately 85 percent of which occurs between November and April. December and January are usually the wettest months of the year. July and August are virtually without rainfall. Fog is most common during July, August, and September, with a low-lying fog bank generally persisting in the area with only short afternoon breaks.

## 6.2 WATER RESOURCES AND WATER QUALITY

Water is essential to the development of housing, commerce, and industry, to recreation, and to the maintenance of high quality fish and wildlife habitats. Pacific Grove imports all of its fresh water, and no groundwater resources have been developed within the Planning Area.

### 6.2.1 Marine Water Resources

The most significant water resource in the Planning Area is the Pacific Ocean, including Monterey Bay, which is contiguous to approximately 5.4 miles of the city's boundary. Currents are weak, highly variable, and largely influenced by wind. The height of ocean waves varies seasonally. Summer waves build broad, gently-sloping beaches. The higher winter waves transport sand to the offshore zone, removing beaches completely or leaving them narrow, steep, and usually without a pronounced berm. The rocky intertidal and subtidal areas of the coastline are interspersed with sandy beaches and coastal bluffs, thus providing diverse and highly valued coastal habitats.

**Marine water quality.** Since the consolidation of sewage treatment facilities for the Monterey Peninsula in 1971 and the provision of a new outfall about two miles offshore in the center of Monterey Bay, there have been only a few water quality problems associated with municipal sewage disposal. Pumping station failures as well as failures in parts of the city's aging sewage system continue to cause occasional spills. Discharges from vessels (primarily fishing and sailboats) are potential sources of pollution. Oil spills from oil tankers are of great concern to Pacific Grove since such spills can be carried long distances making our coastline quite vulnerable. The city has a number of storm drains that discharge into near shore waters. Federal and state regulations are beginning to address pollution that may result from such discharges.



*Crespi Pond*

Pacific Grove has a long history of seeking to protect its shoreline and marine gardens through City and State regulations. In 1972, the California Department of Fish and Game established the Pacific Grove Marine Gardens Fish Refuge to preserve and protect this special marine environment for the use and benefit of the public. As amended in 1984, the Refuge extends from the southerly city limit at Spanish Bay to about 3rd Street, and from the line of highest tide to where the water depth is 60 feet, as measured from the level of mean low tide.

Also in 1972, the State designated the Hopkins Marine Station as a Marine Life Refuge. As amended in 1984, the Refuge extends from roughly 3rd Street in Pacific Grove to the Monterey city limit, and to depths from the line of highest tide to where the water depth is 60 feet, as measured from the level of mean low tide. Whereas the State *Fish and Game Code* allows limited sport fishing and scientific collection of specimens in the adjoining Pacific Grove Marine Gardens, it is illegal to enter the Hopkins Marine Life

Refuge with the intent to take or possess any fish or marine plants.

A further protection was extended to the natural resources of the Pacific Grove shoreline in 1974. At that time the State Water Resources Control Board designated all of the Hopkins Marine Life Refuge, and the bayside portion of the Pacific Grove Marine Gardens between 3rd Street and Asilomar Avenue, an Area of Special Biological Significance. This designation recognizes the extraordinary value of the biological communities in the area, and it allows no risk of change to their environment, unless that change occurs as part of a natural process.

The Monterey Bay National Marine Sanctuary was officially designated by the federal government in September 1992 to protect an enormous variety of marine mammals, seabirds, fish, plants, and animals. This is the largest marine sanctuary in the country, with an area of 4,024 square nautical miles. The law that created the sanctuary establishes a permanent ban on exploring for, developing, or producing oil, gas, and minerals throughout the sanctuary.

#### 6.2.2 Freshwater Resources

Crespi Pond, a 1.28-acre freshwater pond, is located on the Municipal Golf Course, about 150 feet inland from the coastline near Point Pinos. It provides a stopping place for migratory birds. The rapidly diminishing number of freshwater ponds in California gives Crespi Pond increasing ecological value.

The Majella Creek marsh at Asilomar State Beach and Conference Grounds totals approximately five acres. Comprised of a thick stand of willow, cattails, and sedges, it is of considerable value as a marsh for birds and mammals.

Although groundwater resources are critical to the water supply for the Monterey Peninsula, the groundwater basin serving Pacific Grove—the Carmel Valley basin—is located several miles southeast of the Planning Area. Natural flows in the Carmel River occur only during the winter and spring months. Dry season releases from the Los Padres and San Clemente reservoirs are timed to recharge the Carmel Valley aquifer.

**Potable water supply.** Pacific Grove's potable water is supplied by the California-American Water Company. (See Chapter 9, Public Facilities, Section 9.2, Water Service.)

**Freshwater quality.** Surface water quality issues are minor and localized. Crespi Pond experiences periodic growth of vegetation primarily as a result of eutrophication from golf course irrigation and precipitation runoff.

Water conservation is a far more pressing issue than water quality. Of particular concern is the desirability of reducing water consumption in order to reduce vulnerability to drought, while still permitting additional urban growth.

## 6.3 SOIL AND MINERAL RESOURCES

### 6.3.1 Soil

There are no agricultural uses within the Planning Area. With the notable exception of rock outcrops, soils in Pacific Grove are all sand or sandy loam. The permeability of the soil varies, as does the runoff rate. Erosion hazard is high along the coastline's rock outcroppings. Beach and sand dune areas are particularly susceptible to disturbance. The trampling of dune vegetation causes blowouts, in which the destabilized sand is carried away by the wind. Soil hazards to development are discussed in Chapter 10, Health and Safety, Sections 10.1 and 10.2.

### 6.3.2 Minerals

The State Surface Mining and Reclamation Act requires the State Geologist to classify mineral areas in the state, and the State Mining and Geology Board to designate mineral deposits of regional or statewide significance. The Pacific Grove area was evaluated for the presence or likely occurrence of specific mineral deposits based on past mineral production and modern geologic concepts relating to mineral occurrence. Since such large areas are covered with decomposed granite, marine terrace deposits, dune sands, and alluvium, the amount of good material is impossible to determine without detailed drilling and sampling. The deposit is therefore classified as "MRZ-3, areas containing mineral deposits, the significance of which cannot be evaluated from available data." As a practical matter, Pacific Grove is nearly built-out, precluding any mineral extraction.

## 6.4 BIOLOGICAL RESOURCES

For an urban area, Pacific Grove has an unusually rich complement of native flora and fauna. The flora and

fauna of the Planning Area are in delicate balance with the current level of urbanization. Sustaining the vegetation resources is critical to the area and will require deliberate and careful attention in future planning and regulatory activities.

### 6.4.1 Flora; Open Space for the Preservation of Natural Resources

The vegetation of the Planning Area serves several critical ecological functions. First, the tree cover greatly influences the local microclimate by serving as a windbreak from the coastal weather. Protection of the city from high winds is important in maintaining a hospitable human environment. Second, the vegetative cover supports rare, uncommon, and sensitive species of flora and fauna. Third, the sandy soils characteristic of the Planning Area are easily disturbed and prone to erosion. The vegetative cover and root structure protects the soil from wind and other disturbances that could lead to increased soil erosion and dune migration. Fourth, Monterey pines—besides protecting understory and ground vegetation from both sun and wind—gather fog, which then drips to the ground. This dry-season water is critical to many coastal organisms that cannot otherwise survive. Fifth, Pacific Grove's coastline and its forest groves contribute greatly to the scenic value of the area. The pine forest is, however, in a precarious position due to gradual loss of tree cover as a result of urban development, and insufficient replacement tree planting.

The following paragraphs describe major plant communities and their subgroups.

**Shoreline habitats.** *Exposed rocky shore* consists of consolidated rock outcrops and boulders subject to alternate exposure and submergence from tidal fluctuation. It is generally devoid of vascular plant cover, but it may support various species of algae.

*Beach* is defined as the narrow, gently sloping strip of sandy substrate, of varying width, along the coast from the mean tide line to the foredune or the base of the coastal bluffs. It is an unstable substrate of relatively pure sand under the direct influence of wind and wave action. Generally the lower portion of the beach is barren of vegetation, but the upper portion is thinly populated with herbaceous perennials such as beach bur, yellow and pink sand-verbena, beach salt-bush, and beach sagewort.

*Coastal bluffs* are the low headlands separating the exposed rocky shore and beach habitats from the coastal



terrace and dune landforms immediately inland. Consisting of eroding and decomposing bedrock, the bluffs form a low rampart ranging from a few to several feet in height. The bluff scarp is steep as a result of wave cutting and wind erosion.

Plants occupying the coastal bluffs are exposed to nearly constant winds with high salt content. They typically form a dense scrub under two feet in height. Some common native plants are dwarf coyote-bush, common yarrow, Monterey paintbrush, California beach-aster, seaside daisy, dune buckwheat, and California poppy. This natural vegetation is extremely fragile. The only good example of coastal bluff scrub remaining within the Planning Area is located along the one-mile shoreline of Asilomar State Beach and Conference Grounds.

**Coastal dune habitats.** *Dunes* are formed from beach sand that is blown inland by prevailing winds

and stabilized gradually over time by vegetation. The dunes within the Planning Area border the coast from Point Pinos south. They developed as a series of parallel ridges generally aligned with the prevailing northwesterly winds. The dunes extend up to a half-mile from the coast, increasing in height as they advance inland. In some places, they reach a height of 100 feet or more.

The dune vegetation is a mosaic of native and exotic species. At several points, the Monterey pine forest occupies extensive portions of the older dunes, but much of the area is dominated by shrubs, sedges, and succulents.

The Asilomar Dunes complex is a distinct geologic formation that extends from Point Pinos to Cypress Point in Pebble Beach. Within the City of Pacific Grove, the Asilomar Dunes encompass the area between Asilomar Avenue and the shoreline. This area



*Coastal dunes, 1905*

*Source: The Pat Hathaway Collection*



*Monterey pine*

contains a number of unique biological and geological resources, including at least six rare or endangered plant and animal species and dune landforms that are composed almost entirely of pure quartz sand.

**Wetland habitats.** *Coastal brackish marsh* occurs where dune swales have been eroded to the water table. These depressions are permanently flooded with fresh water that is rendered somewhat saline through a combination of wind-borne salt spray and intrusion of salt water into the coastal groundwater. The soil is thoroughly saturated, but the water is quiet and lacks a significant current.

Crespi Pond is a good example. The central portion of the depression is occupied by open water, and the margins of the pond are dominated by broad-leaved cattail and California bulrush.

*Riparian scrub* is primarily a low, streamside thicket dominated by arroyo willow, found in moist to saturated bottom lands along low-gradient streams that transect the dunes complex. The Majella Creek marsh

is the most significant example of riparian habitat within the Planning Area.

**Monterey pine forest.** Native stands of Monterey pine have an extremely limited distribution, covering three small areas of the central California coast. The pines persist in coastal areas with the highest frequency of summer fog. The forest canopy is composed of dense, evenly-aged stands of Monterey pine to 100 feet in height. Coast live oak is the next most abundant tree species and frequently is found as an understory in the pine forest. Some of the shrubs commonly found in Monterey pine forests include manzanita, ceanothus, blackberry, poison oak, and huckleberry.

Although much of the city was once covered by a forest of Monterey pines, today there are only a few small areas of undeveloped Monterey pine forest in Pacific Grove. Washington Park supports a relatively small remnant stand of native forest. A larger and more undisturbed stand occurs in Lynn "Rip" Van Winkle Open Space. The pine forest once extended out to Sunset Drive in some locations, but it is receding inland as the eroding dunes lose their effectiveness as a protective barrier against the ocean winds.

**Flora in the urban area.** Isolated specimen trees of Monterey pine and coast live oak occur over much of Pacific Grove. A few large tracts within the urban area are covered by a dense Monterey pine forest. One is the forested portion of the Asilomar State Beach and Conference Grounds and the Asilomar residential area, in general.

A vegetation type called "mixed ornamental" is found extensively in the civic and commercial center of Pacific Grove and in the older residential area bounded by Washington Park on the west, Sinex Avenue on the south, Lighthouse Avenue on the north, and Eardley Avenue on the east. This name is a catchall for the variety of exotics and landscape trees that have been planted in the older portion of the developed area. A separate vegetation type is called "lawns and golf courses" and applies to extensive areas of playing turf at the Municipal Golf Course and school athletic fields. "Developed area" is a term applied to extensive areas that are covered by structures and impervious surfaces or are otherwise devoid of plant cover.

#### 6.4.2 Wildlife

The area's diverse flora provide habitat for numerous mammals, birds, reptiles, amphibians, and inverte-



brates, unique for an urban setting. The Planning Area is also a major stopover for a large number of migratory species ranging from the Monarch butterfly to the gray whale.

The Monarch butterfly uses primarily Monterey pine and introduced blue gum eucalyptus forest for overwintering in its annual migration. This important habitat is found at two locations in Pacific Grove where Monarch butterflies congregate in great numbers during winter: the Monarch Grove Sanctuary on Grove Acre Avenue, and Washington Park.

Both of these locations have been the subject of considerable effort to protect the butterfly habitat. In November 1990, local voters passed an initiative authorizing the City to purchase the 2.7-acre site on Grove Acre to establish it as permanent open space and butterfly habitat. As a result of this bond issue plus a grant from the Wildlife Conservation Board, this site was purchased by the City in 1992. The City is also implementing a trail system and a reforestation plan to reestablish the Washington Park butterfly habitat, which in the 1980s experienced a decline in the number of Monarchs overwintering.

Because of its unique coastal location at the tip of the Monterey Peninsula and at the edge of Monterey Bay with its submarine canyon, Pacific Grove has proved to be a magnet for both breeding species and (especially) migratory species of birds which pass through the area in spring and fall migrations. Sea-birds that use Monterey Bay are also often pushed

near the Pacific Grove shoreline in high winds. These unique circumstances, plus the regular recording of wildlife since the turn of the century, have contributed to a documented list of 349 species of birds which have been recorded within the boundaries of Pacific Grove, giving the city one of the highest municipal bird lists on the continent.

Animals typically found in the area's habitat types (discussed above under "flora") are listed below.

**Shoreline habitats.** The *exposed rocky shore* is home to mollusks, sea stars, sea urchins, and small fish. Invertebrates found there include abalone, barnacles, limpets, lined shore crabs, and litorine snails. The rocky shore also serves as a feeding and roosting ground for the harbor seal, gulls, and various shore birds, such as the black oystercatcher and the black turnstone. The black oystercatcher and the western gull also nest on the rocks in small numbers.

*Beach* habitats sustain a variety of shorebirds that feed on intertidal invertebrates or the beach hopper colonies in seaweed piles.

**Coastal dune habitats.** The *open dunes* provide essentially no habitat for wildlife. The *native dune scrub*, however, is an important area for wildlife. Mammals like the raccoon, black-tailed mule deer, and black-tailed jack-rabbit are found there, along with the black legless lizard and birds like the American kestrel. *Dune swales* are dominated by dense patches of sedges—an important



Monarch Grove Sanctuary





Monarchs in the Butterfly Parade, circa 1970

Source: The Pat Hathaway Collection

### ***The Butterfly Parade***

The annual Butterfly Parade has been held the second Saturday in October since 1939. The school children of Pacific Grove welcome the return of the Monarchs with a dress-up parade that has become a treasured community tradition. The kindergarten children have the honor of dressing in Monarch butterfly costumes and leading the parade.

food resource and cover for marsh birds, sparrows, finches, and the horned lark. Many birds, such as mallards, use sedge stands for nesting.

**Wetland habitats.** *Coastal brackish marsh* is home to the California meadow mouse and provides feeding spots for some local and migratory birds.

*Riparian scrub* provides cover or nesting habitat for rabbits, numerous small birds, and some rodents. It also provides an important food resource for deer, rabbits, and birds.

**Monterey pine forest.** The pine forests are the most species-rich habitats in the Planning Area, but these forested areas are not all alike. In some parts, the trees are dense; in others they are sparse. In some areas, the forest consists of trees and ground cover but no bushes or young trees; other areas have all three structural components of the forest: tall trees, understory, and ground cover of low herbaceous plants.



Deer grazing in cemetery

Deer live in the forest, but feed in forest openings. Northern flicker and American robin also depend on these openings. Pacific-slope flycatcher, fox sparrow, and dark-eyed junco live in the forest only where it has all three component parts, and Allen's hummingbird lives along the forest edges. Acorn woodpecker, Nuttall's woodpecker, plain titmouse, and Hutton's vireo depend on the oak trees. The brown creeper will only live in old growth trees. Newts and other salamanders need the cool darkness of damp, well-canopied forests; most reptiles need the warm, dry, open-canopied forests.

To accommodate these species, the forest must be managed to include the full spectrum of successional stages, including a full complement of associated species such as oaks, California huckleberry, shaggy-bark manzanita, California blackberry, and poison oak. Many of the native bird species depend on standing dead trees (snags) for nesting sites and as a food source.

The size of the Pacific Grove deer herd has greatly increased in recent years, mainly in response to supplemental feeding by residents. Feeding deer and other wildlife creates problems involving overpopulation, increased concentrations of animals, nutritional imbalances, and disease. Consequently, feeding of wildlife (deer, raccoons, Beechey ground squirrels, gray squirrels, and pigeons) is prohibited in Pacific Grove.

**Wildlife in the urban area.** Most of the *mixed ornamental* habitats exist on private land or public land maintained strictly for aesthetic purposes. Wildlife tolerant of urban settings exist within these habitats and



*Southern Sea Otter*



**MENZIES' WALLFLOWER**  
*Erysimum menziesii* ssp. *menziesii*

can be quite diverse. Wildlife is beginning to cause problems in some of the urban areas.

Studies have shown that most wildlife species need small patches of "wildness" in order to survive in urban settings. This wildness can simply be a brush pile or brush thicket between two manicured lawns, or it can be provided by a complex system of wildlife corridors leading to and from wild areas. Besides mammals like the broad-handed mole and Botta's pocket gopher, a number of birds can be found in *mixed ornamental* habitats, including the barn owl, Anna's hummingbird, cedar waxwing, house sparrow, Brewer's blackbird, barn swallow, mockingbird, American robin, European starling, purple finch, house finch, California towhee, and dark-eyed junco.

*Lawns and golf courses* appeal to a select group of wildlife, including kildeers, robins, and bluebirds, and provide grazing for deer. This habitat can be made more diverse by allowing shrubs to grow to the edge of the fairways or grassy expanses, and by providing "islands" of wild areas in less-used portions.

## **6.5 RARE, ENDANGERED, AND THREATENED SPECIES**

According to the records of the California Natural Diversity Data Base, several species listed as rare, endangered, or threatened have been identified within the Planning Area. In addition, the Planning Area contains habitat that may be used by additional rare or endangered species.

### **6.5.1 Fauna**

The southern sea otter frequents the nearshore area along the entire Planning Area coastline, and the gray whale can be sighted off the peninsula headlands during its annual migration. The black legless lizard, which is proposed for listing as an endangered species by the United States Fish and Wildlife Service, occurs in the Asilomar Dunes. The California brown pelican roosts on the coastal rocks and forages in the nearshore water. The American peregrine falcon is a migratory visitor.

### **6.5.2 Flora**

As of 1994, five federally listed endangered plants were found in a number of places in the Asilomar Dunes: Menzies' wallflower, Tidestrom's lupine, dune layia, sand gilia, and Monterey spineflower. These plants are declining in number as a result of residential and golf course development, the spread of exotic plants (particularly iceplant), and foot traffic.

Smith's blue butterfly is found in the dunes around Marina and along the Big Sur coast. The larvae of this species feed on two species of wild buckwheat, one of which—dune buckwheat—grows in the Pacific Grove Planning Area. This host plant for Smith's blue butterfly warrants special protection.





**SAND GILIA**  
*Gilia tenuiflora* ssp. *arenaria*



**BEACH LAYIA**  
*Layia carnosa*

## 6.6 NATURAL RESOURCES GOALS, POLICIES, AND PROGRAMS

The City's Local Coastal Program Land Use Plan (LUP) is an element of this General Plan. Its policies, in great detail and depth, address all of the natural resources issues in the city's coastal zone. (The coastal zone includes all land and water generally seaward of Central Avenue, Pacific Avenue, Ocean View Boulevard, and Asilomar Avenue.)

This chapter of the General Plan does not repeat the LUP policies verbatim. In some cases, this chapter refers to specific sections of the LUP to cross-reference what the City has already adopted as a method for accomplishing a natural resources goal, policy, or program. In other cases, the City intends that one or more of the LUP policies be adopted citywide. In those situations, the goal, policy, or program in this chapter attempts to employ the same words used in the LUP so that the General Plan will be internally consistent.

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### **GOAL 1**      **Comprehensively manage Pacific Grove's vegetation and wildlife habitat.**

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**POLICY 1**      **Consult with the Pacific Grove Museum of Natural History staff regarding matters of natural resource management.**

**POLICY 2**      **Develop a vegetation and wildlife habitat management program.**

**Program A**      Work in concert with the California Department of Fish and Game to manage wildlife.

**POLICY 3**      **Actively promote tree planting to maintain and renew the urban forest.**

The Local Coastal Program Land Use Plan calls for the City to undertake and implement a tree management program to maintain and enhance the Monterey pine and cypress stands within the city. LUP 2.3.6.1 calls for a complete inventory of the trees within the city's coastal zone to determine age, disease, and need for reforestation. The City intends to develop a city-wide tree management program to include replacement plantings of Monterey pines, Monterey cypresses, and coast live oaks.

**Program B**      Prepare and adopt a comprehensive and citywide urban forest management plan.

Among other issues, the urban forest management plan will address aesthetics, forest renewal, and safety.

**Program C**      Work with citizens to encourage tree planting on private property.



The City will refine and publish a planting list of desirable and adaptable trees, and native drought-resistant vegetation.

**Program D** Encourage the restoration and maintenance of native plants.

**POLICY 4** Mitigate development in environmentally sensitive areas.

**POLICY 5** Manage the use of publicly-owned environmentally sensitive areas.

For example, maintaining the Monterey pine forest in Pacific Grove is particularly important to preserving the city's unique natural heritage and protecting the Monarch butterfly. Pacific Grove is one of only a few locations in California where large clusters of the Monarch butterfly overwinter. It is the only known site that has native trees.

**Program E** Construct pathways in sensitive areas, where necessary.

The pathways are intended to protect sensitive habitat by restricting pedestrians to specific locations. This is especially critical in dune habitats, which are very sensitive to trampling. Boardwalks have proven beneficial in some areas.

**Program F** Maintain contiguous areas of undisturbed land in open space uses wherever possible to protect environmentally sensitive habitat areas and associated wildlife values (LUP, 3.4.4.3).

The City's Local Coastal Program Land Use Plan will allow new subdivisions within or immediately adjacent

to environmentally sensitive habitat areas only at densities compatible with protecting and maintaining natural resources. New subdivisions must first demonstrate that normal residential development, including driveway and utility connections, will not damage environmentally sensitive habitat (LUP, 3.4.4.3). There may be other areas of the city to which these concerns apply.

**POLICY 6** Review the role of the City Beautification Committee with respect to management of Pacific Grove's vegetation and wildlife.

**POLICY 7** Develop procedures to more effectively focus the abundance of environmental and other volunteerism available to the City.

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**GOAL** Protect Pacific Grove's coastal resources.  
**2**

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The City's Local Coastal Program Land Use Plan, an element of this General Plan, addresses this goal. It calls for developing an overall Coastal Parks Plan to manage and, where necessary, restore Pacific Grove's coastal park lands. LUP 2.1.5.1 requires the design of any new seawalls or the extension of existing seawalls to eliminate or mitigate adverse impacts on the local shoreline. LUP 2.1.4.2 calls for coordinating the planning and management of Pacific Grove's coastal park lands with adjacent jurisdictions and other public agencies.

**Program G** Seek funds to purchase vacant parcels on Asilomar Avenue that would be appropriate for preservation as permanent open space.

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**GOAL** Preserve public visual access to the ocean.  
**3**

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LUP 3.4.4.1 controls new development in the Asilomar Dunes area to protect coastal scenic values. LUP 3.4.4.2 aims to maintain the Asilomar Dunes neighborhood as a low density residential area.



*Boardwalk on sand dunes*

The Local Coastal Program Land Use Plan also aims to maintain vacant private parcels west of Jewell Avenue on the seaward side of Sunset Drive as open space (LUP, 3.4.5.4). The open space would be made permanent through dedication of scenic conservation easements, acquisition in fee, or purchase of development rights by the City, by another governmental entity, or by a private foundation. The same methods would be applied to preserving scenic values, remnant native pine forest, and environmentally sensitive dune habitat on private parcels along the seaward side of Asilomar Avenue, from the vicinity of the Pico Avenue intersection southwards to the Asilomar Conference Grounds (LUP, 3.4.5.5). It is the intent of this General Plan to achieve this goal with the cooperation of the private property owner.

Program H Seek funds to purchase vacant parcels that would be appropriate for preservation as permanent open space (LUP, 3.4.6.2).

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## **GOAL 4**      **Protect Pacific Grove's water and marine resources.**

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LUP 2.2.4.1 calls for the City to coordinate with the State Department of Fish and Game and other agencies in enforcing State and local regulations protecting the Pacific Grove Marine Gardens and its resources. LUP 2.2.4.2 calls on the City to assist appropriate institutions or agencies in undertaking long-term ecological studies to monitor the marine resources and water quality of the Pacific Grove Marine Gardens.

The Local Coastal Program Land Use Plan considers the city's tidelands, Crespi Pond, and Majella Slough to be environmentally sensitive habitat areas (LUP, 2.2.4.3). No diking, filling, or dredging is allowed in the city's tidelands, and the only alteration allowed at Crespi Pond and Majella Slough—freshwater wetlands—is for maintenance dredging or activities essential to restoring natural habitat (LUP, 2.2.4.4).

**POLICY 8      When reimbursement is available, cooperate with State and federal agencies in reducing impacts from urban runoff.**

Program I Adopt citywide, comprehensive pollution, erosion, and drainage control ordinances.

The City will cooperate with State and federal agencies in protecting the Marine Gardens and its resources from pollution and siltation originating from building sites, inappropriate dumping, and storm water runoff.

Program J Use the CEQA process to identify and avoid or mitigate potential groundwater pollution problems resulting from new development.

**POLICY 9      Prohibit the unsafe use of chemical pesticides and herbicides.**

Program K Continue to require that City personnel using approved pesticides and herbicides are properly trained and licensed for such use.

Program L Cooperate with the Monterey Regional Waste Management District to provide a substation in the city for collection of hazardous materials.

Program M Encourage the City Recycling Advisory Committee to investigate and promote methods for easy disposal of used oil and other pollution-causing automobile and household by-products for recycling.

Program N Enforce existing laws regulating the use and disposal of automobile by-products, chemicals, and hazardous materials that may find their way into groundwater and the marine environment.

The City will implement and maintain storm and sump water capture facilities, where practical, on City property. It will use captured water, where practical, and will encourage private individuals to do the same.

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## **GOAL 5**      **Protect Pacific Grove's biological resources.**

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Pacific Grove's vegetation resources, including the Monarch butterfly habitat, are threatened (and in some cases have already been destroyed or significantly disturbed) by urban development, clearing, introduction of exotic plants, and overuse of vegetation resource areas.

The Local Coastal Program Land Use Plan aims to maintain and enhance the City's protective policies and ordinances concerning the overwintering Monarch butterfly population in Pacific Grove. LUP 2.3.4.1 encourages the planting and preservation of vegetation that the Monarch butterfly needs for feeding or clustering. It ensures that any new development near trees used by butterflies will not adversely affect the butterflies or the habitat.

LUP 2.3.4.2 aims to protect, maintain, and enhance the habitat of endangered species such as Menzies' wallflower and Tidestrom's lupine. Also see LUP 2.3.5.3.

**POLICY 10** Continue to promote Pacific Grove as "Butterfly Town U.S.A."

**POLICY 11** Support the adoption of enhanced penalties for dumping of trash and/or hazardous materials that will affect environmentally sensitive areas.

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## **GOAL**

# **6**

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**Protect endangered species.**

**POLICY 12** Develop methods to maintain endangered species within the Asilomar Dunes neighborhood, Asilomar State Beach and Conference Grounds, the U.S. Coast Guard Reservation, the Pacific Grove shoreline, and other appropriate areas (LUP, 2.3.6.2).

Program O Encourage the Museum of Natural History to enhance and maintain a native plant garden.



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# 7 Historic and Archaeological Resources

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This chapter incorporates and supersedes the historic preservation element adopted by the City in 1987.

## 7.1 A BRIEF HISTORY OF PACIFIC GROVE

The Monterey Bay area was successively occupied by three major cultural groups: Native Americans of the central coast region; Spanish-Mexicans; and Northern Europeans.

### 7.1.1 Native Americans

Aboriginal peoples first occupied the California Coast more than 10,000 years ago; a few hundred inhabited Pacific Grove. They relied heavily on coastal resources for subsistence, did not farm, and did not raise animals for food. Their subsistence was based solely on hunting and gathering a wide variety of animals and plants. They moved their villages periodically and did not build permanent structures.

Native Americans first came in contact with Spanish explorers in 1602. Of the 11,000 total Native American population at that time, about one-third lived in the Monterey Bay Area. Although Native Americans still occupied a considerable part of the Monterey Bay area until the beginning of European settlement 150 years later, many Native Americans were transferred to missions, the closest of which was located in Carmel. By 1920 there were only 56 recorded survivors of this large Native American population.

There is nearly continuous archaeological evidence along the Pacific Grove waterfront indicating Native American use of the Pacific Grove area.

### 7.1.2 Spanish-Mexican Settlement

The first Spanish-Mexicans settled in the Monterey Bay area in 1770. They introduced horses, cattle, and sheep to the abundant range land. They also intro-

duced non-native vegetation which brought sweeping ecological and visual changes to the landscape.

In comparison with their cattle industry, tilling the soil was a minor activity of the Spanish settlers and took place primarily around the Mission sites. It took only a small number of workers to maintain the great cattle herds. Thus, the population of Spanish-Mexicans was sparse over most of the Monterey Bay area. As late as 1847, only about 40 Europeans lived in the nearby Pajaro Valley.

### 7.1.3 Northern European Settlement

The early recorded history of the Monterey Peninsula is the history of the city of Monterey. Monterey is one of the oldest communities in North America. The Spanish first came to the present site of Monterey just 50 years after Columbus discovered the New Continent.

In the early 1800s, the rearing of cattle for hides and the hunting of marine mammals was the principal commerce. Sea otters, sea lions, and whales were in abundance. Many new settlements whose economy was based on the whaling industry were established along the coast. Monterey Bay was a major center for this activity.

Many small towns were founded in California in the 1870s, primarily in response to local economic and social pressures. Pacific Grove, however, was formed for religious purposes. Most of the land that now constitutes Pacific Grove was owned by David Jacks, a wealthy land owner and rancher. In 1875, he consented to the development of a Methodist Christian Seaside Retreat on 100 acres of pine-covered coastal land that he donated. The Retreat was conceived as a place to worship in a quiet and beautiful natural environment where one could nurture both spiritual and physical health. The first two-week camp meeting of Methodist ministers was held on August 8, 1875, and the meetings became an annual event for several decades.



*David Jacks*

*Source: The Pat Hathaway Collection*

Sections of Mr. Jacks' property were subdivided into 30' x 60' lots to be used as tent sites for seasonal visitors. Gradually, permanent tent frames were constructed on the lots, and eventually many frames were converted to year-round single-wall structures. Later, other lots were sold for year-round homes and stores, and streets were improved. A few people began staying in the campground over the winter. They built the first homes, usually modest board-and-batten structures. A handful of shops and services sprouted on and around Light House Road. Three parks were developed (Caledonia Park, Greenwood Park, and Cypress—now Berwick—Park). Although a large stable was built on Grand Avenue, walking was considered the appropriate method of transportation within the community.

As Pacific Grove's permanent population slowly grew, and as the summer crowds increasingly filled available boarding houses and tent sites, the community faced

its first urban problem, an inadequate water system. In 1881, approximately 7,000 acres of land (including the Rancho Pescadero and Point Pinos) were sold to the Pacific Improvement Company (PIC) by David Jacks. In 1883, he sold more land—including the site of Pacific Grove—to PIC. PIC was a subsidiary of the Southern Pacific Railroad which heartily endorsed the development of an attractive seaside resort that would draw railroad passengers from three directions. One of PIC's first accomplishments was to solve the water problem by connecting the town supply with the Carmel River. PIC graded and leveled streets, put into effect sewerage and drainage and trash pickup, and resurveyed lots.

On July 16, 1889, Pacific Grove incorporated. By agreement with PIC, the Pacific Grove Association—the original founding body—continued to have “moral and prudential control over the grounds.” Over the next few decades, a number of areas were added to the city, and the Victorian homes that came to define Pacific Grove's residential character were built.

Other inhabitants of the Monterey Bay Area and Pacific Grove were Chinese immigrants who came to work on the railroad. Many eventually became fishermen and developed a thriving industry based on shipping sea products to the Orient. By 1853, some 500 to 600 people inhabited “Chinatown,” located at Point Alones, where Hopkins Marine Station now stands. The Chinese Village was one of the most thriving settlements of its kind on the west coast. In 1906, it burned to the ground, and none of its residents were allowed to return.



*Forest Avenue, 1890s*

*Source: The Pat Hathaway Collection*



During the 1870s and 1880s, mineral wells and salt-water baths in Pacific Grove grew in popularity. By the early 1900s, a large bathhouse and boat house had been constructed. Recreation and tourism on the Monterey Peninsula grew steadily after the turn of the century. Golf courses built in the early 1930s attracted increasing numbers of tourists to the recreational and scenic amenities of the area.

(Also see Chapter 2, Section 2.1, "History of Land Use Planning in Pacific Grove.")

## 7.2 HISTORIC SITES AND BUILDINGS

Pacific Grove was initially developed as a temporary site for summer religious gatherings. Simple, gabled, redwood frames were erected over platforms and covered with canvas tents for the two- to three-week camp meetings of the Methodist ministers and laypeople. The first variation on this mode of alfresco living was the application of a single exterior wall of vertical redwood boards, weatherproofed as much as possible by thin battens covering the joints between the wider wood members. This envelope was overlaid with a simple cedar or redwood shingle roof to carry water away from the building.

The city's early growth coincided with the height of technological development in the American building trades, and the completion in 1890 of a national rail transportation system that provided easy access to necessary materials. The 1890s saw the construction of a number of "modern" family homes complete with double walls, second stories, gas and electric fixtures, plumbing, stained glass, wainscoting, plaster ceiling



*Oliver Smith Trimmer House*

rosettes, and elaborate interior and exterior woodwork. Although still modest in size by some Victorian standards, these lovely architectural gems gave Pacific Grove the reputation of having one of the finest and largest collections of Victorian seaside cottages on the west coast. Many of these homes continue to grace the Retreat area, bordered roughly by 1st Street, Ocean View Boulevard, Pacific Street, and Lighthouse Avenue.

By 1900, a number of building suppliers were in Pacific Grove proper. Many of the building tradespeople who worked peninsula-wide settled in the Grove, and many of them built their own homes as well as the turn-of-the-century summer seaside cottages. These buildings offer many examples of the later Victorian styles, ranging from Gothic Revival through Queen Anne and Colonial Revival (all popular from the early 1890s to as late as 1910). The residences, and the initial commercial business houses in the Grove, were



*F. L. Buck House*





*Chautauqua Hall*



*Centrella Hotel*



*Gosby House*

the product of the working class, and therefore “high style” Victorian buildings are the exception rather than the rule.

As Pacific Grove’s economy expanded and the community took on a more permanent character, housing began to appear more substantial, especially in the areas of the First, Second, and Third Additions. Neat cottages could be constructed from patterns available in innumerable pattern books in any style or combination of desired styles for \$600 to \$1,500. During the first decade of the twentieth century, newer designs began to appear in the form of the Colonial Revival styles including a variety of Shingle style. Craftsman cottages and bungalows appeared, and the Mediterranean Revivals, beginning with the Mission style, became popular in commercial, and later residential, construction.

Redwood framing remained the dominant form for residential construction until the Depression. Single wall construction gave way to double wall construction with a variety of surface treatments. Stucco became a popular substitute for the vertical and horizontal siding that predominated in the last decades of the nineteenth century. In commercial building, Portland cement became a regularly used construction material. The built environment of Pacific Grove is basically the product of carpenter builders who executed designs in redwood, then fir and pine, from architectural pattern books available from the 1880s through the 1920s and 1930s. Perhaps that is why Pacific Grove retains in much of its physical makeup a “turn-of-the-century” look that gives the town its particular character.

#### **7.2.1 Officially Designated Historic Landmarks**

There are a number of officially designated historic buildings in Pacific Grove. The following are listed on the National Register of Historic Places:

- F. L. Buck House
- Oliver Smith Trimmer House
- Centrella Hotel
- Chautauqua Hall
- Gosby House
- Pt. Pinos Lighthouse

Chautauqua Hall is also a California Registered Historical Landmark, and the Oliver Smith Trimmer House is a California Point of Historical Interest.

An additional six historic buildings, also listed on the National Register of Historic Places, are located at the Asilomar State Beach and Conference Grounds. They are: the Crocker Building, Dodge Memorial Chapel, Phoebe A. Hearst Social Hall, Merrill Hall, Scripps Hall, and Visitors Lodge.

## 7.3 ARCHITECTURAL STYLES IN PACIFIC GROVE

Over 1,200 historic buildings in Pacific Grove were identified in a mid-1980s inventory of structures built between 1874 and 1926. Most of the buildings fall into one of the 13 architectural styles described below.



### Vernacular Architecture (1874-1940)

*Vernacular Architecture* is the term applied to the traditional American architecture passed on to successive generations of builders and designers. These “pioneer houses” were of simple shape with “I” or “L”-shaped plans, gabled or hip roofs, and materials, shapes, textures, proportions, and ornamentation imported from older Eastern forms.



### Gothic Revival (1887-1890)

*Gothic Revival*, also called *Carpenter Gothic*, was imported from England in a revolt against the rigidity of classical forms. It features irregular composition, steep gable roofs, lancet windows, trefoil and quatrefoil porch trim, and board-and-batten siding.



#### **Italianate (1880-1900)**

*Italianate* was inspired by picturesque Italian farmhouses. The most obvious feature was a square tower above shallow hip or gabled roofs.



#### **Queen Anne (1880-1910)**

*Queen Anne* displays a variety of decorated eaves and porches, gables, towers and turrets, bay windows, stained glass, and patterned shingles. Structures vary greatly in size and design.





### **Stick/Eastlake (1880-1900)**

*Stick/Eastlake* is a transitional style that freely adapts medieval English building traditions and links *Gothic Revival* with *Queen Anne*. Buildings generally have gabled roofs and towers, decorative corbelled chimneys, and walls marked by patterns of horizontal, vertical, and diagonal boards.



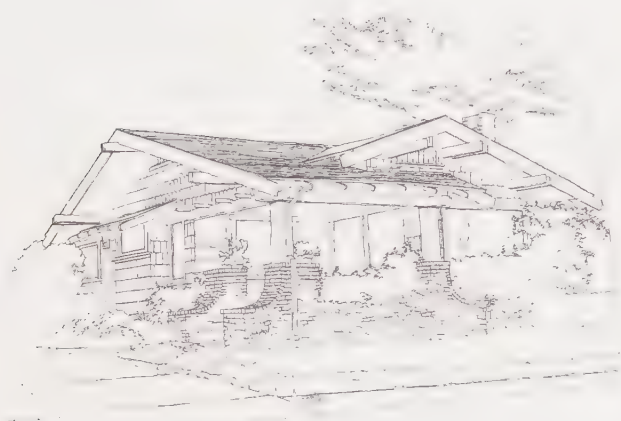
### **Colonial Revival, also called Georgian (1840-1950)**

*Colonial Revival*, also called *Georgian*, reinterprets the English and Dutch houses of the Atlantic Seaboard. Typical examples append Palladian windows, classical portico entries, and windows of small square or diamond panes to *Queen Anne*, *Stick*, and *Shingle* structures.



### **Shingle (1900-1920)**

*Shingle* is a uniquely American adaptation that surrounds the basic forms of *Queen Anne* and *Colonial Revival* with unembellished wood shingles, and adds foundations and porches of rough field stone with classical column porch posts.



### Craftsman/Bungalow (1905-1940)

*Craftsman/Bungalow* borrows from English arts and crafts, oriental wood architecture, California adobe dwellings, Swiss chalets, and barns and log cabins. These simple residences were informal in plan, elevation, and detail. They hugged the ground with low-pitched and wide-projecting gable roofs, with rafters exposed. Most had large porches under a secondary (lower) roof supported by square or elephantine columns. Bases and foundations used river rock or clinker brick.



### Spanish/Mediterranean Revival (1900-1940)

*Spanish/Mediterranean Revival* came in several variations, including *Spanish Colonial*, *Mission Revival*, and *Andalusian*. Buildings feature white-washed stucco, low-pitched tiled roofs, arched openings, balconies, and curvilinear gables. *Spanish Colonial*, with its twisted, decorative columns, is more formal in appearance than *Mission Revival*. *Mission Revival* appended parapets, round arches, and quatrefoil windows to plain stucco walls capped by red Spanish tile roofs. *Spanish Eclectic* added colored tiles and wrought iron window grilles. Samuel F. B. Morse required residences in his Pebble Beach Country Club to reflect the architecture of Spain, Old California, Mexico, or the southern Mediterranean, and he reviewed and approved the plans before allowing construction to proceed.



### Pueblo Revival (1910-1940)

*Pueblo Revival* is an offshoot of *Mission Revival*. These earth-colored stucco buildings with flat roofs, low parapet walls above the roofs, projecting wood roof beams, and rounded windows and building corners attempt to capture the appearance of the flat-roofed adobe structures of the Southwest.



### **American Foursquare (1900-1930)**

*American Foursquare* presents a two-story square or rectangular plan with a hip roof, heavy eaves, a porch across the front, and sometimes a large dormer.



### **Prairie Style (1920-1930)**

*Prairie Style* was adapted from buildings designed by Frank Lloyd Wright. Houses are characterized by horizontal lines, broad, low roofs with wide overhangs, windows in bands, porches that are an integral part of the building, and low and massive chimneys.



### **Tudor (1920-1940)**

*Tudor* is an historically incorrect title for a style based loosely on late medieval English prototypes, ranging from thatched-roof cottages to grand manor houses. The style is identified by steeply-pitched roofs, usually side-gabled, with one or more prominent cross gables; tall, narrow windows, usually in groups, with multi-pane glazing; and massive chimneys crowned by decorative chimney pots. About half the examples in Pacific Grove show non-structural half-timber.



## 7.4 HISTORIC PRESERVATION GOALS, POLICIES, AND PROGRAMS

The purpose of preservation is to identify, protect, and preserve the structures of Pacific Grove's cultural and architectural history, to assert pride in the community and what makes it unique, and to draw on the past as an invaluable guide for future growth.

The cultural history of Pacific Grove is a source of pride among its citizens and an economic benefit to the businesses located here. Citizens and visitors enjoy Pacific Grove's hometown character. The City desires to preserve its history and wishes to encourage its citizens to preserve the earlier buildings. Moreover, the City's archaeological sites increase the interest of our community and help identify it as a special place.

Those who experience the city's historic buildings can appreciate the city's history; and citizens who understand the city's history are the foremost supporters of historic preservation. A comprehensive historic preservation program recognizes the stability, continuity, and identity that a sense of history can contribute to a community.

The City first adopted an historic preservation element as part of its General Plan in August 1987. The element was prepared following guidelines prepared by the State Office of Planning and Research in 1976. That first historic preservation element, the majority of which has been incorporated in and is superseded by this chapter, set forth a series of goals, policies, and programs for the preservation of Pacific Grove's historic resources.

The goals, policies, and programs in this section are organized around the identification, protection, and preservation of historic assets, the maintenance of harmonious relationships between old and new structures, and issues of public education and economic factors that impinge on historic preservation.

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**GOAL 1** Provide for the identification, protection, preservation, and restoration of Pacific Grove's heritage of Victorian and other late nineteenth century and early twentieth century historically and architecturally significant resources.

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**POLICY 1** Maintain an up-to-date official list of historic and architectural resources in the city.

Program A Revise, update, and republish the Historic Resources Inventory booklet first published in 1978.

**POLICY 2** Regulate demolition of buildings of architectural or historical importance.

Program B Implement the regulations controlling the demolition of historic structures.

**POLICY 3** Ensure that listed landmarks and cultural resources identified by ordinance are not demolished without notice and hearing.

**POLICY 4** Encourage the moving of buildings proposed to be demolished when other means for their preservation cannot be found.

**POLICY 5** Continue to seek funding that can be used to further the City's historic preservation goals and policies.

**POLICY 6** Encourage individual efforts to restore historic neighborhoods and homes.

**POLICY 7** Develop incentives for rehabilitation and restoration of existing resources.

Program C Actively publicize the incentives to be offered for restoration efforts.

The City also will be guided by but not bound by the Secretary of the Interior's "Standards and Guidelines for Rehabilitating Historic Buildings."

Program D Consider making funds available through the City when funding programs are identified by the State or federal government.

Program E Consider property tax incentives.

Program F Consider waiving or reducing building permit fees for qualified work necessary to rehabilitate or maintain structures on the Historic Resources Inventory.

Program G Continue to use the Uniform Code for Building Conservation published by the International Conference of Building Officials.

Program H Consider application for official certification under the State Certified Local Government program.

The Certified Local Government (CLG) program allows qualifying local governments to have more direct participation in the federal and statewide historic preservation programs. CLGs are eligible for special matching grants for projects that further local historic preservation objectives.

**POLICY 8 Incorporate the protection of historic resources in the immediate and long-range planning process.**

Program I Maintain the planning commission and the architectural review board process.

The planning commission and the architectural review board are required to uphold the historic preservation policies of the General Plan.

Program J Allow conditions relating to historic preservation to be the basis for a finding to grant a variance, when such variances would facilitate preserving structures on the Historic Resources Inventory.

**POLICY 9 Promote the preservation and enhancement of historic neighborhoods, commercial areas, and governmental districts.**

The City's preservation policies recognize, and seek to protect, preserve, and enhance, the historic architectural and design features of the various districts. By protecting and enhancing these features, the City seeks to maintain the architectural richness and diversity that its residents and visitors enjoy.

Program K Employ land use and circulation policies that are effective in maintaining the character of historic areas.

Program L Use the planning and review process to assure that historic residential areas, such as the Retreat, are maintained as cohesive, healthy neighborhoods.

The City recognizes the fragile nature of these areas and wants to protect them from traffic intrusion and commercial development.

The Local Coastal Program Land Use Plan includes policies to protect and enhance the unique historical, architectural, and visual characteristics of the Retreat. See LUP policies 3.2.4.1-3.2.4.3 and 3.2.5.1-3.2.5.7.

Program M Ensure that development in the Retreat, and in other historic areas, is consistent with maintaining their traditional scale and character.

This program is intended to provide for flexibility in accommodating improvements to structures to facilitate maintaining neighborhood character. For example, setbacks and off-street parking requirements could be reviewed on the basis of the impact on the block in which a project is located.

Program N Use the planning and review process to assure that the historic character and features of the commercial districts are maintained.

Program O Consider acquiring open spaces adjacent to historic resources if beneficial to public use.

Program P Give priority to completing undergrounding of utilities in historic neighborhoods.

Program Q Set an example for individual restoration efforts by maintaining and improving the City's own historic buildings in an architecturally and environmentally sensitive manner that respects and celebrates historical and traditional values.

Program R Address accessibility requirements in City buildings while maintaining historic character.

Program S Promote the preservation and enhancement of historic neighborhoods.

**POLICY 10 Require owners of properties on the Historic Resources Inventory to maintain such structures.**

It is not the intent of this policy to set a higher standard of maintenance for properties on the Historic

Resources Inventory, but rather to point out that the City's municipal codes contain maintenance standards which apply to all structures.

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**GOAL**  
**2** Foster an understanding and appreciation of Pacific Grove's history and architecture.

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**POLICY 11** Promote awareness of the benefits of historic preservation.

Historic preservation can benefit Pacific Grove's future. By fostering citizen enthusiasm and popular interest in the community's past, historic preservation can create a recognizable community identity and a source of common pride.

**POLICY 12** Take an active role in building pride in Pacific Grove's unique qualities.

**Program T** Assure that all members of the appropriate city bodies receive orientation in order to maintain an awareness of historic preservation policies.

**POLICY 13** Encourage citizen efforts to preserve and enhance historic resources.

**Program U** Continue to work and cooperate with the Heritage Society on historic preservation issues.

The Pacific Grove Heritage Society is a non-profit organization concerned with documenting and protecting local historic resources. The Society's objectives include public education and serving as a consultant to local government. At the time of the adoption of this General Plan, the Society maintains a small historic museum in a City-owned building, the Barn, at the corner of 17th Street and Laurel Avenue.

**POLICY 14** Collect and maintain existing historical reference materials.

The creation and collection of resource materials to be made available to the public can nurture an appreciation of the unique historical worth of Pacific Grove.

**Program V** Continue to support the concept of a repository of information relating to the history of Pacific Grove.

**Program W** Consider establishing an archive for historical Pacific Grove materials.

**POLICY 15** When feasible, reproduce, in a form readily available to the public, historic resource materials that have been compiled.

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**GOAL**  
**3** Enhance the visual and economic value of individual residential neighborhoods and commercial districts through a logical and sensible historic preservation plan.

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The city's historic architectural diversity not only adds to the enjoyment of Pacific Grove as a place to live, but increases the value of properties, and in so doing, enhances the economic vitality of the entire city.

In addition, where historic preservation is successful on a broad scale, quality tourism increases, retail sales rise, and city revenue derived from taxes on retail sales and lodging go up.

**POLICY 16** Promote recognition of the relationship between historic preservation and an economic environment that encourages pride and identity.

**Program X** Inform potential buyers and developers of the historic preservation goals, policies, and programs in this General Plan and the corresponding ordinances.

**Program Y** Inform title companies that properties in Pacific Grove may be affected by historic preservation regulations.

**POLICY 17** Recognize relationships between historic preservation and the protection of individual property values.

**Program Z** Maintain a list of sources of information about tax and financial benefits available to property owners for restoration and rehabilitation.





Forest Avenue during a Feast of Lanterns celebration, 1915

Source: The Pat Hathaway Collection

**POLICY 18** In applying historic preservation regulations, maintain a cooperative attitude toward the business community and an awareness of the need for successful businesses in this “city of homes.”

**POLICY 19** Encourage maintaining the character and historic features of the Downtown business district.

## 7.5 ARCHAEOLOGICAL GOALS, POLICIES, AND PROGRAMS

The entire Pacific Grove coastal zone has been designated an archaeologically sensitive area. There are archaeological resources elsewhere in the Planning Area. A 1974 survey of Monterey County found archaeological sites within the Pacific Grove Planning Area. A 1977 archaeological survey conducted in connection with the Monterey-Pacific Grove regional sewer project revealed the existence of a 4,000-year-old village site. More recent studies also indicate the likelihood of prehistoric cultural resources.

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**GOAL 4** Protect Pacific Grove’s archaeological resources.

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**POLICY 20** Support the enforcement of existing State and federal laws pertaining to pilfering of archaeological sites.

**POLICY 21** Ensure the protection and preservation of artifacts in those areas already identified as containing archaeological remains (LUP, 2.4.4.1).

**POLICY 22** Work with the California Archaeological Inventory to develop information that will allow the prediction of additional sites likely to contain archaeological remains.

**POLICY 23** Refer development proposals that may adversely affect archaeological sites to the California Archaeological Inventory.

In carrying out these policies, the City will take the following measures, in cooperation with the State Historic Preservation Office and the California Archaeological Inventory, before issuing any permits for development or beginning any project within areas potentially containing archaeological resources.

**Program AA** Inspect the surface of sites which potentially contain archaeological resources and evaluate site records to determine the extent of known archaeological resources.

In those areas identified as being the actual or probable sites of archaeological remains, any projects on City land or requiring the issuance of permits by the City will be investigated during plan review to determine whether valuable archaeological remains will be affected by the project.

**Program BB** Require that all sites with potential resources likely to be disturbed by a proposed project be analyzed by a qualified archaeologist with local expertise.

Upon the first discovery of any archaeological findings, development activity will be halted until professional archaeological examination and preservation is accomplished.

**Program CC** Require that a mitigation plan, adequate to protect the archaeological resource and prepared by a qualified archaeologist, be submitted for review and, if approved, be implemented as part of the project (LUP, 2.4.5.1).



*Sifting through the past*

The City will take all possible precautions to insure that no action by the City results in the loss of any irreplaceable archaeological record present in the City's planning jurisdiction.

Program DD Identify sensitive sites early, so that archaeological resources can be considered and protected during the first phases of project design (LUP, 2.4.4.2).

Program EE Where an archaeological site is in proximity to a project under review, City staff in conjunction with the California Archaeological Inventory will determine the particular qualities to be preserved and the methods of preservation.

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# 8 Urban Structure and Design

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Pacific Grove's many natural features provide a dramatic backdrop for a variety of buildings. The most striking features are its oceanfront setting, trees, and geographical containment. The city is surrounded by ocean on the north and west, and vehicular entrances to Pacific Grove are limited. The two main entrances to the city are Highway 68 (Holman Highway) from the south, and Central Avenue (which is named Lighthouse Avenue in Monterey) from the east. David Avenue, Prescott Lane, and Ocean View Boulevard are the other major entrances from Monterey on the east.

Two organizing principles have shaped Pacific Grove's development—keeping the shoreline open and accessible to the public, and a sustained commitment to a low-scale residential character in the built environment.

## 8.1 VISUAL ASSESSMENT OF THE CITY

To assess and describe its physical and visual qualities, the city has been divided into seven areas. Each area constitutes a relatively homogeneous geographic area with respect to three factors which give it its visual character: (1) dominant landscape or seascape features, (2) topography, and (3) predominant land use.

Three of these areas are dominated visually by the natural landscape: (1) the coastal corridor; (2) forested lands; and (3) lawns and golf course. The remaining four areas are visually dominated by the urban or built environment: (4) the historic commercial core; (5) the historic residential core; (6) non-historic commercial; and (7) non-historic residential. The geographic locations of these areas are shown in Figure 8-1.

### 8.1.1 Coastal Corridor

The immediate presence and visual dominance of the shoreline defines the coastal corridor. The approximately four linear miles of the coastal corridor extend west along Ocean View Boulevard from the city boundary near David Avenue to Point Pinos and continue south along Sunset Drive to the southern end of the Asilomar State Beach and Conference Grounds.

All of this coastal corridor is contiguous to a public drive. As a result, the public enjoys a nearly unobstructed view of the ocean along the Pacific Grove shoreline. Except for the Hopkins Marine Station structures at Point Cabrillo, the Old Bath House restaurant and snack bar at Lovers Point, and one single-family residence west of Sunset Drive near Lighthouse Avenue, no major structures exist seaward of Ocean View Boulevard or Sunset Drive. Rock seawalls along parts of the bay shoreline have modified some natural features, but have temporarily controlled loss of streets and coastal gardens to erosion.

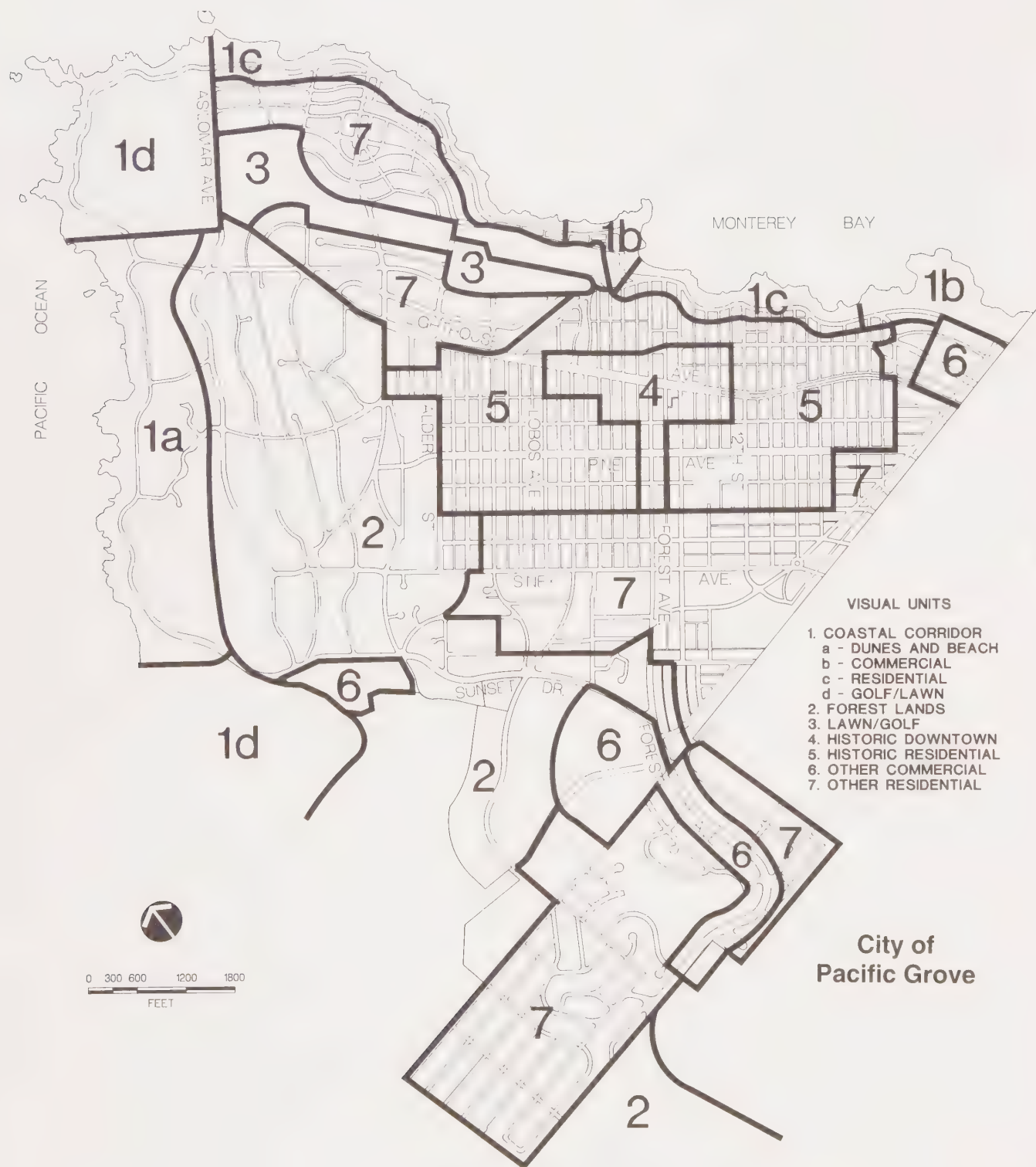
The views within and from the coastal corridor are exceptional. The foreground provides a diverse landscape, and the views of Monterey Bay and the open sea are among the most scenic along the California coast.

The coastal corridor is an important scenic resource appreciated by Pacific Grove residents and visitors alike. Its roads and pedestrian paths are used principally and extensively for recreation. The corridor can be divided into four distinctive subareas:

**Coastal dunes.** Coastal dunes occur at the westernmost segment of the Planning Area between the ocean and Asilomar Avenue, and continue southward beyond the city limits along Moss Beach. The dunes extend up to a quarter-mile inland.



**Figure 8-1**  
**Visual Units**





*American Tin Cannery*

The dunes are an important open-space element and visual transition from urban or forested lands to the expansive, open seascape. Ranging from approximately six to 12 feet in height, the dunes are delicate, dynamic landforms maintained in a continual state of drift. They host unique vegetation, predominantly low-lying plants that give the coastal dunes their open and exposed character.

The coastal dunes have been significantly modified by single-family residential development in areas south of Lighthouse Avenue. The City's Local Coastal Program policies now regulate development in these areas.

**Commercial areas.** Within the coastal corridor are two commercial areas: a shopping area on the north-eastern coastal boundary of the city, and a restaurant and visitor accommodation area at the midpoint of the northern shoreline at Lovers Point.

The northeastern shopping area along Ocean View Boulevard is a continuation of the northwestern coastal edge of New Monterey. The Monterey Bay Aquarium and the commercial shops along Cannery Row establish the visual character of this area. There is, at the northern boundary of Pacific Grove, a multi-story commercial building (now known as the American Tin Cannery) fronting along Ocean View Boulevard. (This shopping area is part of the Central-Eardley commercial area which is discussed separately in Section 8.1.6.)

Restaurants and motels dominate the Lovers Point commercial area. This area extends along Ocean View Boulevard between the foot of 17th Street and Marine Street two blocks to the west. With the exception of a restaurant and a snack bar, the coastal side of this area consists wholly of public recreation facilities including an instructional swimming pool, sandy beaches, volleyball courts, a shore fishing pier and dock area, picnic tables, and a lawn area.

The character of the coastline at Lovers Point is dramatic, whether seen against a calm sea or with waves crashing against the rocky outcrops. On the inland side of Ocean View Boulevard, different periods of commercial development are in evidence. Where two- and three-story motels were once allowed, the height has since been reduced for new developments.

**Residential areas.** Four distinct types of residential areas are located within this subarea: (1) Between 1st and 17th Streets is a mixed use residential area in which are located single-family homes, apartments, and bed and breakfast inns. (2) The Mermaid Avenue neighborhood, extending southwestward from Lovers Point, has the feeling of a beach-front community with older, small residences on small lots mixed in with newer duplex residences as well as a few multi-family dwellings, many of which are rentals. (3) Between Sea Palm and Asilomar Avenues are 47 residences, mostly single-family, of varying age and size, with some of the older homes now being remodeled into structures larger than the original houses. (4) The Asilomar Dunes area is characterized by larger, single-family residences set on open dune-land and on heavily-wooded sites between the crest of the dunes and Asilomar Avenue. Ninety percent of the lots in this area are one-half acre or larger.



*Lovers Point*





*Historic Downtown*

**Golf course.** The back nine holes of the Pacific Grove Municipal Golf Course are located in the dunes inland of Ocean View Boulevard, between Asilomar Avenue and Lighthouse Avenue. The front nine holes of the course stretch from Asilomar Avenue on the east to the intersection of Jewell Avenue and Pacific Avenue on the north, within the Beach Tract and Fairway Homes neighborhoods. The golf course is one of the community's principal open space areas. The absence of structures and the verdant appearance of the Pacific Grove Municipal Golf Course give this subarea a pleasing and natural visual quality.

### 8.1.2 Forest Lands

Coastal coniferous forests in the Planning Area have a dominant visual impact on the city. These forested lands provide a visual contrast to the open coastal corridor and add a rich dimension to the total landscape. Much of the area east of Asilomar Avenue and west of 17 Mile Drive contains a substantial amount of coniferous tree cover, primarily Monterey pines. Although many trees have been removed over the

years to allow for low-density residential development, this area retains a lush, forest-like character. On its east, Washington Park provides approximately 20 acres of similar forest landscape that is largely undeveloped. Tree stands and denser, low-lying vegetation have been allowed to remain in their natural state in some parts of the park as well. Lynn "Rip" Van Winkle Open Space along Congress Avenue south of Sunset Drive also contains approximately 20 acres of lush undeveloped forest. This large stand of Monterey pine and coast live oak is largely undisturbed and forms a highly visible and scenic backdrop.

### 8.1.3 Lawns and Golf Course

Lawns and golf course lands (characterized by extensive turf areas) are confined primarily to the Municipal Golf Course, the cemetery, school playing fields, and a number of small parks including Jewell Park, Berwick Park, Caledonia Park, and Lovers Point Park. Each of these provides an important open-space element in the city.





*House in Asilomar Dunes*

#### 8.1.4 Historic Downtown

Pacific Grove's Downtown is located along Lighthouse Avenue, between Cypress Avenue and 12th Street, and on Forest Avenue between Central and Pine Avenues. The visual character of the Downtown is dominated by one- to three-story commercial buildings, many of which were built during the early 1900s. However, many have been remodeled over the years and fixed with fronts typical of the period in which the remodeling took place.

The downtown commercial buildings are sited on both sides of Lighthouse Avenue and Forest Avenue and adjacent side streets. The side streets have a dif-

ferent visual character because most businesses are located in smaller buildings, with a few in Victorian cottages.

Lighthouse Avenue and Forest Avenue have different appearances. Along the narrower Forest Avenue and the adjacent side streets, there is more vegetation, and cars are parked parallel to the curbs on each side of the street. Along Lighthouse Avenue a variety of building facades represents various periods in the city's history. Although there are some smaller street trees, plants and amenities for pedestrians are generally lacking. The existing street lights seem visually obtrusive and out of scale. The city council has approved a plan for street light replacement with more compatible lamps and standards, appropriate to the Victorian character of the Downtown.

Parking fills the center as well as the sides of the street, so the streetscape is dominated by parked cars. However, this diagonal parking is a historical pattern on Lighthouse Avenue and contributes to the Downtown's sense of place.

The Downtown is discussed in greater detail in Section 2.8 of the Land Use Chapter, which also contains goals, policies, and programs for enhancing the Downtown.

#### 8.1.5 Historic Residential

Pacific Grove has a wealth of historic, well-maintained homes. Many were constructed during the late 1800s and early 1900s. These buildings add richness and diversity to the overall urban fabric of the city and constitute an important scenic amenity.



*Diagonal parking on Lighthouse Avenue, 1925*



*Diagonal parking on Lighthouse Avenue, 1994*

Although homes of historic value are found throughout the city, the majority are located near the historic commercial core. The historic residential area is generally bounded by Junipero Avenue, 1st Street, Ocean View Boulevard, Pacific Avenue, and Alder Street.

The older parts of this area consist of small, densely planned blocks, approximately 300' x 120' (about 4/5 of an acre in area). Most commonly, the blocks were originally subdivided into 20 parcels, each approximately 30' x 60' (approximately 24 lots per acre). The visual impression of this area is one of densely packed, well-maintained homes along narrow streets. Many large, mature trees, notably Monterey cypress, Monterey pine, and coast live oak, grow throughout the historic residential district. The trees are a highly visible and important asset, and the overall scenic quality of the area is high.

### 8.1.6 Non-historic Commercial Areas

Pacific Grove has four non-historic commercial areas. Two are located at the city's major entrances, and are thus highly visible and frequently viewed. One (Central-Eardley) is located at the northeast corner of the city and is bounded by Eardley Avenue, Ocean View Boulevard, Dewey Avenue, and Central Avenue. This commercial area offers a variety of service and retail businesses, including several restaurants. Overall, this district is similar in scale and ambiance to Cannery Row and New Monterey and is visually linked to these areas.

The second commercial area is located at the southern entrance to the city on Forest Avenue. Development here is in two forms: a large suburban shopping center at the northwest corner of Forest and David Avenues, and a commercial strip along Forest between Stuart and David Avenues.

The shopping center is well-sited at a lower elevation than the surrounding roads. Its landscaping helps maintain a desirable forested look. By contrast, the commercial strip, which was developed under county jurisdiction prior to annexation, would be improved with a long-range plan which might address style of signs, height of buildings, and landscaping.

A third and smaller commercial district lies along Sunset Drive between 17 Mile Drive and Asilomar Avenue. It houses a mixture of commercial and industrial uses and the City Corporation Yard. The development pattern of this area is uneven, but its visual quality is enhanced by vegetation and coastal views.

The fourth and smallest commercial area is located along Presidio Boulevard and Austin Avenue near the Presidio Boulevard entrance to the city from Holman Highway.

### 8.1.7 Non-historic Residential Areas

The majority of Pacific Grove's housing falls into this classification. It includes most of the residential development south of Junipero Avenue and west of Alder Street, and the residential development both north and south of the Municipal Golf Course.

The non-historic residential areas were developed at lower densities than the older historic residential neighborhoods. They offer a rich diversity of housing that is generally well-maintained, landscaped, and attractive. The varying architectural styles tend to be traditional, but contemporary designs are not excluded.

## 8.2 GOALS, POLICIES, AND PROGRAMS

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<b>GOAL</b>	<b>Emphasize and promote the overall visual attractiveness of Pacific Grove.</b>
<b>1</b>	

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A commitment to improving the urban design of a few key elements in the built environment could substantially reinforce and enhance the city's visual assets.

### **POLICY 1    Develop a cohesive and aesthetically-pleasing urban structure for Pacific Grove.**

Throughout its history, Pacific Grove has succeeded in maintaining a small-town character and scale in both its commercial and residential areas. The city's overall visual coherence and urban structure is well established, although the appearance of commercial areas and certain thoroughfares could be improved.

### **POLICY 2    Continue to require citywide architectural review for all new structures, and for exterior changes to existing structures.**

As of 1994, the major exception to design review requirements is exterior modification of existing single-family dwellings in most R-1-zoned areas, if the





*A collection of pleasing architectural details*

modification involves no more than 25 percent of the existing square footage of the house.

**Program A** Review and improve architectural review guidelines to implement the policies of this General Plan.

**Program B** While recognizing the individuality of existing neighborhoods within the city, develop design standards that encourage new structures and additions to contribute to the existing scale and character of the area, while allowing for creativity in design.

Programs A and B will be carried out by modifying and codifying current standards for design review. The primary intent is to retain an eclectic mix of buildings, prevent the construction of canyons, keep space between buildings, and ensure that new construction is in proportion to its lot and neighborhood. Statements in Chapter 7 of this Plan, Historic and Archaeological Resources, also support this intent.

**POLICY 3 Improve the visual quality of Pacific Grove's major boulevards.**

**POLICY 4 Enhance city entrances and major commercial nodes.**

Since the major commercial areas (exclusive of the Downtown) are also the entrances to the city, upgrading the design of these areas is particularly important.

**POLICY 5 Give priority to improving the Forest Hill commercial area.**

**POLICY 6 Endeavor to beautify the Sunset Drive commercial district.**

**Program C** Use the street system, pedestrian ways, and bikeways as elements in improving the urban fabric of the city.

Street systems and pedestrian ways should be designed to be accessible to persons with disabilities.

The city's network of streets and highways offers many and varied scenic views and vistas. Coastal views along Sunset Drive and Ocean View Boulevard are of exceptional quality. Views along many of the streets sloping toward the north coastline provide vistas and panoramic views of Monterey Bay. And



entering Pacific Grove from the south, the passage through and views of the Monterey pine forest along Highway 68 are particularly noteworthy. The continuing and changing view and vista of Monterey Bay as one travels along Forest Avenue north toward the Downtown is spectacular.

In the Forest Hill commercial area, sidewalks and other pedestrian circulation areas and traffic patterns need to be more clearly defined.

**Program D** Prepare a Street Frontage Improvements Master Plan.

The City currently requires the installation of curbs, gutters, and sidewalks in conjunction with all developments unless an administrative waiver has been granted. Discontinuities in street frontage improvements result from existing lots without improvements and new development with improvements. Because of the topography and the character of some neighborhoods, full frontage improvements may not always be appropriate.

The master plan will establish policies and standards for when and where full curbs, gutters, and sidewalks and undergrounding of utilities will routinely be required and where lesser improvements will be allowed. These policies and standards will be based on the following considerations:

- pattern of existing improvements
- topography
- pedestrian convenience
- maintenance
- safety
- appearance
- drainage patterns
- landscaping
- scale
- increase in impervious surfaces
- need for sewer and water line improvements affecting street frontage improvements.

**Program E** Establish design and siting standards for satellite dishes.



*Chautauqua Hall landscaping*

**Program F** Develop a specific plan for the Forest Hill commercial area that recognizes its importance as an entrance to the city while respecting nearby residential uses.

**Program G** Provide a landscaped visual buffer for Sunset Drive commercial and industrial uses.

Commercial districts should be appropriately landscaped. Landscaping can reduce the visual impact of areas such as large parking lots. However, the landscaping should be accomplished in a manner that will not compromise security or traffic safety, or obscure business display windows. Access points to commercial parking should be readily apparent and easily accessible.

**POLICY 7** Visually link buildings in the civic center block.

Color, sign design, and choice of trees and other landscaping materials are examples of design elements that can visually link civic buildings.

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**GOAL 2**    **Enhance the relationship between the city and the Pacific Ocean and Monterey Bay.**

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The City considers it important to protect the visual quality of designated coastal scenic areas. The Local Coastal Program Land Use Plan (sections 2.5.4.1 through 2.5.4.3) requires development to be sited and designed to protect views to and along the ocean and scenic coastal areas, to minimize the alteration of natural landforms, and to be visually compatible with the open space character of surrounding areas.

Sections 2.5.5.1 through 2.5.5.9 of the Local Coastal Program Land Use Plan require new development, to the maximum extent feasible, to retain public views of the ocean and bay, to conform to the overall scale and character of existing development, to be subordinate to the open space character of the area, to place all utilities underground, to minimize loss of native Monterey pine and oak forest, and to follow a landscaping plan, approved by the architectural review board, where any landforms may be affected.

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**GOAL 3**    **Maintain and enhance the quality of the city's landscape and streetscape.**

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**POLICY 8**    **Endeavor to protect the tree canopy created by mature trees by planting replacement trees.**

**POLICY 9**    **Use street trees to enhance and soften the visual character of major streets within the city.**

A carefully developed street tree management program would give greater visual structure to the urban streetscape and would accentuate the primary elements in the circulation system. Urban streets (such as Lighthouse Avenue, Central Avenue, Forest Avenue, and Pine Avenue) warrant an urban planting plan and a careful choice of street trees. Residential streets, and those with a less urban character (such as Sunset Drive, Asilomar Avenue, and 17 Mile Drive),



*A tree-lined residential street*

merit a less formal planting program consistent with the natural landscape. The City's ongoing tree management program will replace diseased and dead trees as appropriate.

**POLICY 10**    **Ensure that the use of signs in Pacific Grove is not excessive but appropriate.**

**POLICY 11**    **Reduce the visual chaos that results from overhead wires, light poles, and a high density of commercial signs.**

**Program H**    Establish a sign program for the city's several commercial areas.

Developing a functional sign hierarchy would be particularly useful in reducing the number of signs intended to be visible from the road. Stronger sign guidelines regarding size, location, and lighting would also be helpful.

**Program I**    Ensure that traffic, safety, and directional signs are designed to meet ADA standards for visually-impaired persons.

**Program J**    Develop a unified system for entry signs which complements the current directional sign program.

Continue to implement the sign program submitted by the Beautification Committee and approved by the city council.

Information kiosks or citywide location maps could be located at these gateways. They would be helpful for all visitors, including motorists, bicyclists entering the



*Butterfly sculpture at Lovers Point*

city from Del Monte Forest, and pedestrians using the regional trail system along Ocean View Boulevard. Detailed site plans, landscape designs, and sign programs would have to be developed.

**Program K** Underground all utilities in entry areas that are particularly scenic or provide important views into Pacific Grove.

During the undergrounding of Forest Hill utilities, the city will work with the State Department of Transportation (Caltrans) to improve traffic and pedestrian patterns.

**Program L** Develop a street lighting program emphasizing adequate public safety, minimum glare, and aesthetics.

The City will evaluate the use of special districts to underground utilities and improve street lighting.

**Program M** Appoint a group to study undergrounding of utilities.

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<b>GOAL</b> <b>4</b>	<b>Encourage public art in Pacific Grove.</b>
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**POLICY 12** Encourage the display of art in public places.

**Program N** Display City-owned art on City property periodically or as appropriate.

**Program O** Encourage the display of loaned or privately purchased art on or in business properties.

**Program P** Maintain the City Arts Commission.



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# 9 Public Facilities

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This chapter focuses on water, sanitation (sewage, storm drainage, and solid waste disposal), public buildings (civic center, library, and museum), cemetery, corporation yard, and quasi-public non-City facilities (hospitals, schools, and colleges). Parks and recreation are discussed in Chapter 5. Water quality is discussed in Section 6.2 of Chapter 6, Natural Resources. Fire safety and police protection are covered in Chapter 10.

City-owned public facilities include the following:

- City Hall
- Police Station
- Fire Station
- Rec Club
- Library
- Museum of Natural History
- Cemetery
- Corporation Yard
- Chautauqua Hall
- Community Center
- Golf Clubhouse
- Building occupied by the Chamber of Commerce

## 9.1 WATER SUPPLY

Pacific Grove obtains its water supply from surface water in Carmel Valley and from groundwater resources in the Carmel Valley and Seaside Coastal Aquifers. Withdrawals from this system are governed by the Monterey Peninsula Water Management District (MPWMD), a special district created by the State Legislature in 1977 and ratified by local voters in 1978. In creating the MPWMD, the Legislature declared that “there is a need for conserving and augmenting the supplies of water by integrated management of ground and surface water supplies, for control and conservation of storm and waste water, and for promotion of the reuse and reclamation of

water.” Primary responsibilities of the MPWMD include: (1) augmenting water supplies, (2) protecting the Peninsula from the risk of drought impacts, (3) protecting the quality of the Peninsula’s water resources, and (4) protecting the habitats of fish and wildlife. The relationship among these four responsibilities is complex and sometimes contradictory.

Water supplies for the City of Pacific Grove are shared with five other Peninsula municipalities, a portion of the unincorporated area of Monterey County, the Monterey Peninsula Airport District, and vegetation and wildlife. To divide this shared resource, the MPWMD has established an allocation program.

In late 1989, an environmental impact report completed on the MPWMD’s water allocation program concluded that the amount of withdrawals from groundwater had caused adverse environmental impacts and exposed the Monterey Peninsula to water shortages resulting in mandatory water rationing during periods of drought. Accordingly, in January 1990, the MPWMD imposed a moratorium on projects that would increase water use. This moratorium was relaxed slightly in August 1992, when minor residential additions and remodeling were allowed. The ban on new water connections and new construction remained in place until the Paralta well was approved in August 1993.

Limited water supply has direct and obvious implications for the amount of new development that can take place in the City of Pacific Grove. (See Section 2.5 of Chapter 2, Land Use.)

Several projects to generate additional water supply have been explored by the MPWMD. In 1990, a desalination project was proposed, but failed when placed on the ballot. A project to use reclaimed water to irrigate golf courses in Del Monte Forest was completed in 1994. Plans to extend lines to transport irrigation water to Pacific Grove’s golf course and cemetery from Del Monte Forest were under consideration at the time of the adoption of this General Plan. A new dam on the

Carmel River is being planned, with a ballot measure to be placed before the voters in 1995. If approved, the dam will provide sufficient water supplies for the Peninsula through 2010.

## 9.2 WATER SERVICE

The California-American Water Company (Cal-Am) supplies water to the residents and businesses of Pacific Grove. The water is obtained from the San Clemente and Los Padres Reservoirs on the Carmel River and from a number of wells in Carmel Valley and Seaside. Water enters Pacific Grove along Congress Avenue through a 30-inch steel main that transports it to the Cal-Am pumping facility at Sinex and Eardley Avenues.

All areas of the city below an elevation of 210 feet—the majority of the city—are served by the five million gallon storage tank at Forest Lake in Del Monte Forest. The Eardley Avenue pumping facility lifts water from the 30-inch main to the Withers tanks located in Monterey between Jessie and Devisadero Streets. The four Withers tanks have a total capacity of 900,000 gallons and provide storage for all areas of the city which are at elevations between 200 and 400 feet. Areas with a higher elevation are supplied by the 20,000-gallon Presidio Terrace tank above Bishop Avenue.

The Cal-Am reservoir on David Avenue has not been in the water delivery system for several years. At this time, Cal-Am plans to retire this water storage facility.

Pacific Grove's primary water distribution system consists of 6-, 8-, and 12-inch pipelines. Secondary distribution includes 4- and 6-inch pipelines, with some 2-inch lines in secondary streets. Through Cal-Am's water replacement program, most of the 2-inch lines will be replaced with 6-inch lines by 1998. At that time, the majority of the city will have a system of looped 4-, 6-, 8- and 12-inch mains with adequate fire flows and pressures.

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**GOAL**  
**1**

**Maintain an adequate level of service in the City's water system to meet the needs of existing and future development.**

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**POLICY 1      Endeavor to ensure an adequate water supply for the city's future needs.**

The city has minimal development potential because there are few vacant parcels of land remaining. An adequate water supply should be provided for the existing vacant parcels, reuse of existing vacant commercial buildings, and some intensification of current uses.

Program A      Work with the MPWMD for more equitable future water allocations.

Program B      Work with the MPWMD and the Pebble Beach Company to participate in securing reclaimed water for the City's golf course and cemetery.

**POLICY 2      Prioritize available water allocation to best serve the city's needs, and to accommodate coastal priority uses designated in the Local Coastal Program Land Use Plan (LUP, 4.1.4.1).**

**POLICY 3      Ensure the provision of adequate fire-flow rates in all new development and remodelings.**

**POLICY 4      Attempt to provide water for new plantings in designated restoration areas on public property until the plantings are established.**

**POLICY 5      Promote the retrofitting of public buildings with water conservation features.**

**POLICY 6      Encourage and assist hospitality-related businesses to actively promote water conservation.**

Such measures would include providing water conservation literature to visitors and tourists and installing a full range of water-conserving fixtures.

Program C      Continue to participate in water conservation programs, in cooperation with the MPWMD.

Program D      Continue to review and periodically update the City's Internal Water Allocation Plan.

## 9.3 SEWAGE COLLECTION AND TREATMENT

The City's sewage collection system is a component of the Monterey Regional Water Pollution Control Agency (MRWPCA), formed in 1971 by the Cities of Monterey and Pacific Grove and the Seaside County Sanitation District to solve water quality problems. MRWPCA has since added the Cities of Seaside, Del Rey Oaks, Sand City, Salinas, the Castroville, Boronda, and Moss Landing County Sanitation Districts, the Marina Coast Water District, the County of Monterey, and Fort Ord to its jurisdiction.

Pacific Grove's sewer system consists of six collection basins and a 282,000 lineal foot network of 6-inch to 18-inch diameter gravity mains connecting to approximately two miles of 12-inch to 16-inch force main along Ocean View Boulevard. The force mains and two pumping stations along Ocean View Boulevard and Sunset Drive are owned and operated by MRWPCA; the City owns the rest of the sewage collection system and is responsible for serving areas within the city limits. The sewage is pumped in an easterly direction toward Monterey, consolidated with sewage from other Monterey Peninsula cities, and treated at the Monterey Regional Wastewater Treatment Plant, completed in 1988, before being discharged into Monterey Bay.

The interceptor main and pump stations along Ocean View Boulevard are designed to accommodate the projected peak flow capacity through 2010.

The Monterey Regional Wastewater Treatment Plant, where wastewater and sewage from Pacific Grove is conveyed and treated, has an infiltration/inflow problem (groundwater and storm water entering the sanitary sewer system). Infiltration/inflow can overload sewer pipelines, pump stations, and treatment facilities, resulting in inadequate treatment and overflows of raw sewage. In addition to the creation of health hazards, infiltration/inflow is an indicator of a leaking and deteriorating sewage collection system. A 1986 engineering study recommended a long-term management program for the entire MRWPCA system, including Pacific Grove's sewage collection system, which is an older system that will continue to deteriorate with age. Unless properly maintained, defects will continue to develop, allowing more storm water to enter the system.

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<b>GOAL 2</b>	<b>Maintain a level of service in the City's sewage collection and disposal system adequate to meet the needs of existing and future development.</b>
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**POLICY 7**     **Require the provision of adequate sewer service to all new development in the city.**

**POLICY 8**     **Promote the reclamation of waste water for irrigation purposes (specifically, the golf course and cemetery).**

**POLICY 9**     **Incrementally repair and/or replace sewer system infrastructure to prevent excessive infiltration/inflow.**

**POLICY 10**    **Require the installation of grease traps in all restaurants.**

**Program E**    Prepare, adopt, and implement a sewer maintenance and replacement program.

In addition to problems resulting from ground-water/storm water infiltration, another identified source of sewer line blockage and pump station failure has been grease introduced into the system either from private residences or from restaurants. The City has begun implementing the sewer rehabilitation and cyclic replacement program recommended by the 1986 engineering study.

**Program F**    Actively promote and enforce appropriate industrial pre-treatment standards and source control for toxic materials entering the sewer system.

**Program G**    Develop and implement a grease trap maintenance and inspection program.

**Program H**    Develop and implement a public information program to alert residents to the damage caused by dumping used cooking oil and grease into household drains.

**Program I**    Explore the practicality of a city-wide home grease collection and disposal program.



## 9.4 STORM DRAINAGE

The City of Pacific Grove has two major drainage basins, each of which drains approximately half the city. The northeasterly basin drains northerly into Monterey Bay. The southwesterly basin drains westerly into the Pacific Ocean. The drainage flows on the surface on private properties and public streets, and in underground culverts. Although no rivers or major streams flow through the city, there are underground springs and sub-surface drainage flows.

With improvements completed in the 1980s, the storm drainage system in Pacific Grove can accommodate all anticipated storm waters. Nevertheless, the City needs to pay continuing attention to the system.

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**GOAL 3** Accommodate runoff from existing and future development.

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**GOAL 4** Prevent property damage caused by flooding.

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- POLICY 11** Maintain an adequate level of service in the City's storm drainage system.
- POLICY 12** Upgrade, where practical and economical, existing drainage facilities as necessary to correct localized drainage problems.
- POLICY 13** Continue to expand and develop storm drainage facilities to accommodate the needs of existing and planned development.
- POLICY 14** Ensure that new development pays its fair share of the costs of drainage system improvements related to that development.
- POLICY 15** Promote the private and public use of cisterns to collect rainwater.
- POLICY 16** Promote the recovery of usable water from the storm drainage system.

- Program J** Prepare, adopt, and maintain a drainage facilities program.
- Program K** Adopt a combination of drainage improvement fees and other mechanisms to fund drainage improvements.
- Program L** Adopt appropriate ordinances to require that all new construction deliver excess runoff to streets or to drainage easements designed to receive it.

## 9.5 SOLID WASTE DISPOSAL

This service is provided by Pacific Grove Disposal Service, a private firm. The City of Pacific Grove is a member of the Monterey Regional Waste Management District (MRWMD). Waste is transported to the MRWMD landfill, located along the Salinas River about two miles north of Marina. Only 60 acres of the 479-acre landfill—in use since 1966—have been filled as of 1994. The landfill is expected to last beyond 2070 through the District's extensive source reduction and recycling programs. The City plans to work with the District and the County to reduce the amount of waste generated at its source. As of 1992, Pacific Grove Disposal has provided a curbside recycling



*Residential recycling bins*

program which collects aluminum, newspapers, plastics, and glass. State law mandates recycling programs for commercial uses and apartment units beginning September 1, 1993. In July 1993 this deadline was extended to September 1, 1994.

Class I (hazardous) materials are transported to a site in Kettleman City for disposal. Hazardous materials are not a major problem in Pacific Grove since no industrial firms using substantial quantities of hazardous materials are located in the area.

The California Integrated Waste Management Act (AB 939) requires that each California community shall recycle 25 percent of its waste stream, currently going to the landfills, by 1995, and 50 percent by 2000. This law has been amended to provide for regional approaches to recycling and reuse.

To meet these goals and to maximize efficiency in the development of the required elements and countywide plan, the City of Pacific Grove produced a draft Source Reduction and Recycling Element (SRRE) and a draft Hazardous Household Waste Element (HHWE) under a joint powers agreement with the Monterey County Integrated Waste Management District. These elements provide the planning process necessary for identifying the waste stream and the programs needed to promote recycling. Both draft elements have been approved by the city council in concept, submitted to the State for comment, and conformed to meet State requirements. Upon final adoption, these elements will become part of the County Integrated Waste Management Plan.

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**GOAL**  
**5** **Provide for the collection and disposal of solid waste, while accomplishing the mandated objectives of the California Integrated Waste Management Act.**

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**POLICY 17** **Actively pursue methods of solid waste recycling and reuse, including source reduction, as identified in the waste management planning elements and as recommended by the Citizens' Recycling Advisory Committee as necessary to achieve the goals of the California Integrated Waste Management Act (SM).**

**Program M** Adopt and implement the Source Reduction and Recycling Element (SRRE) and Hazardous Household Waste Element (HHWE) which include components for waste characterization, source reduction, recycling, composting, special waste diversion, education, public information, disposal facility capacity, funding, and the safe use, disposal, and recycling of household hazardous materials.

**Program N** Continue to require mandatory garbage collection throughout the city and provide for source control of the materials to insure cost-effective recycling programs.

**Program O** Encourage local recycling facilities available to the public.

**Program P** Actively support the establishment of a curb pickup service for yard waste to be composted and made available for use by city residents at a reasonable cost.

## 9.6 CIVIC CENTER

The buildings which collectively comprise Pacific Grove's Civic Center are located on two City-owned blocks bounded by 17th Street and Laurel, Forest, and Pine Avenues. The City's main administrative operations are located in City Hall at 300 Forest Avenue, a structure dating from 1911. The Police Department is located at 580 Pine Avenue. The Fire Department is at 600 Pine Avenue. The Community Development Department, which formerly operated from a group of converted houses on 16th Street, now demolished, was moved to the Rec Club building when construction was begun on a new Community Development Department building. Construction on the new building was halted at the foundation stage. The Community Development Department, as of this writing, 1994, remains in temporary quarters in the Rec Club building. The Rec Club is located on the corner of 16th Street and Laurel. The building was dedicated to Pacific Grove youth in 1950.

Meetings of the city council were moved from the Council Chamber on the third floor of City Hall to the main meeting and exhibit room of the Museum of Natural History in 1992, in order to assure accessibility to council meetings by disabled persons. The City is currently studying ways to increase Civic Center capacity to accommodate public and staff



needs while complying with required accessibility standards.

**POLICY 18** Continue to seek resolution of issues relating to the location of the Community Development Department, city council meetings, and City Hall administrative space.

**Program Q** Continue to evaluate the space and accessibility requirements of the Community Development Department.

**Program R** Continue to evaluate the space and accessibility requirements for the City Council Chamber.

**Program S** Continue to evaluate the space and accessibility requirements of the administrative services located in City Hall.

**Program T** Restore and maintain the historic City Hall as the anchor for the Civic Center complex.



*Pacific Grove City Hall*

## 9.7 LIBRARY

The Pacific Grove Public Library is located at 550 Central Avenue. The library, which is operated by a full-time staff of seven plus 11 part-time employees, maintains a collection of 79,000 volumes and provides reference and information assistance for patrons. An anchor in the civic quarter of the Downtown area, the library is heavily used and is a major cultural resource in the city.

The library was built in 1908 and renovated and expanded in 1978. The library board, however, has concluded that the library will need about 50 percent more space (4,000 to 6,000 square feet) by the late 1990s. This expansion could be accomplished by expanding the existing library or by building a new facility at a different location. The library's building consultant has prepared a report on the space needs and the most efficient method of expanding the library. In November 1992, voters did not approve a bond measure to finance the library expansion. A fund raising campaign has been inaugurated, under the auspices of the Friends of Pacific Grove Library, to raise money from private donations, public funds, and foundation grants for essential repairs, circulation system automation, and eventual building expansion.

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### **GOAL** **6** Continue to provide the citizens of Pacific Grove with library services.

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**POLICY 19** Continue to support the Pacific Grove Public Library in providing services to the city's residents.

**Program U** Seek funding to implement the Library Master Plan.

## 9.8 MUSEUM

The Pacific Grove Museum of Natural History is located at the corner of Forest and Central Avenues, Downtown. This outstanding local museum, founded in 1881, includes collections, exhibits, and maps designed to assist in the interpretation of the natural history and native peoples of Monterey County. The facility was expanded in 1985 and is in excellent condition. The museum has a master plan for the development of new exhibits and is accredited by the American Association of Museums.





*Pacific Grove Library*



*Pacific Grove Museum of Natural History*

**Program V** Periodically update the comprehensive plan for the Museum of Natural History and maintain accreditation.

**Program W** Have a licensed landscape professional prepare a landscape plan using native plants and trees.

The Museum administers a museum and public visitation at the Point Pinos Lighthouse under an arrangement with the United States Coast Guard. The facility is the oldest continuously operating lighthouse on the Pacific coast, having been placed in operation in 1855. The museum contains rooms with period furnishings, photographs, and antique lighthouse equipment, as well as the original Fresnel lens which came from France and was delivered “around the horn.”

The City desires to continue maintaining and administering the Point Pinos Lighthouse and its properties, should any or all of it be released from government ownership.

**POLICY 20** Seek to ensure maintenance of and continued public access to the Point Pinos Lighthouse.

## 9.9 CEMETERY

The City owns and operates El Carmelo Cemetery, located next to the Municipal Golf Course, east of Asilomar Avenue. City planning efforts for this property are directed toward the most efficient use of the 11-acre cemetery.

**POLICY 21** Ensure that the future needs of the cemetery are met in a responsible and cost-effective manner.

## 9.10 CORPORATION YARD

The City’s Corporation Yard is located on four acres at 2100 Sunset Drive. The yard stores all City vehicles and heavy equipment and is home to the City’s vehicle maintenance operations and gasoline pumps. Holding pens for animals collected by the City’s animal control operations are also located at the Corporation Yard. The yard is adequate to accommodate anticipated needs.

## 9.11 COMMUNITY CENTER

Built with City funds using the Bertha Strong Trust Fund as collateral, the Community Center serves the public by providing space for many uses, including meeting rooms and community-wide and private functions. It is located on Junipero Avenue at 14th Street and houses the Recreation Department offices. Also see Chapter 5, Section 5.1, Item 15.

## 9.12 CHAUTAUQUA HALL

See Chapter 5, Section 5.1, Item 24, and Chapter 7, Section 7.2.1.

## 9.13 PACIFIC GROVE REC CLUB

See Chapter 5, Section 5.1, Item 23.

## 9.14 GOLF CLUBHOUSE

This facility was built in 1960. It was financed by lease purchase, a method in which private funds were paid back to individuals. The Bertha Strong Trust Fund was used as collateral.

## 9.15 HOSPITAL

Community Hospital of the Monterey Peninsula, the only acute care facility on the Peninsula, is located on the Holman Highway in Monterey about two miles south of Pacific Grove. The hospital, which includes the Recovery Center for chemically-dependent persons in downtown Monterey and the Mental Health Center, is a fully licensed and accredited, private, not-for-profit facility. It has a staff of 200 physicians, 350 registered nurses, and 750 other full-time and part-time personnel. The main facility has 172 private rooms along with additional beds for alternative

childbirth at the Birthing Center. The Recovery Center has 24 beds, and the Mental Health Center has 20 beds for inpatients. The hospital treats about 10,000 inpatients and 100,000 outpatients each year.

## 9.16 SCHOOLS AND COLLEGES

The Pacific Grove Unified School District (PGUSD) covers Pacific Grove and part of Del Monte Forest. The district had an enrollment of 2,326 students in September 1994. It operates the David Avenue Kindergarten Center at 1004 David Avenue; two elementary schools, grades 1-5 (Robert H. Down Elementary School at 485 Pine Avenue and Forest Grove Elementary at 1065 Congress Avenue); Pacific Grove Middle School at 835 Forest Avenue (grades 6-8); and Pacific Grove High School at 615 Sunset Drive (grades 9-12). The District's administrative offices are located at 555 Sinex Avenue.

After enrollments declined in the late 1970s, Lighthouse Elementary School (at Lighthouse Avenue and 17 Mile Drive) was closed in 1980. It was leased to the Defense Language Institute (DLI) during the 1980s, but in 1991 it became the center for the Pacific Grove Adult School. According to AMBAG projections, the District's remaining facilities will be adequate to accommodate projected enrollment through the 15-year life of this Plan.

Stanford University operates the Hopkins Marine Station (HMS), located in Pacific Grove off Ocean View Boulevard near Dewey Avenue. HMS occupies about 11 acres and approximately one mile of shoreline on the exposed rocky headland variously called Mussel, Cabrillo, or China Point. HMS is a marine biology research facility which operates as a branch of the Biological Sciences Department of Stanford. Founded in 1892, it was the first marine laboratory established on the American Pacific Coast. It is staffed by a resident faculty of nine scientists and a full-time support staff of 17. It provides year-round facilities for visiting investigators and graduate students working toward advanced degrees. As of spring 1994, there were 30 graduate students at HMS. Undergraduate courses are also offered during the spring and summer quarters for between 30 and 60 undergraduates.

The Monterey Peninsula is also home to several other educational institutions that provide benefit to the citizens of Pacific Grove:



*Robert H. Down Elementary School*



Monterey Peninsula College (MPC) is a fully accredited publicly-supported two-year community college. MPC, which was established in 1947, is located on an 87-acre hillside in Monterey. The campus serves approximately 11,000 day and evening students per semester.

The Monterey Institute of International Studies (MIIS) is an independent, nonprofit, upper division and graduate college which prepares graduates for careers in international business and government. MIIS is located in Monterey and has an enrollment of approximately 770 students.

The U.S. Naval Postgraduate School occupies the old Del Monte Hotel in Monterey and has an enrollment of over 1,700. U.S. Naval officers and other U.S. and allied military officers attend this school, which offers studies leading to both undergraduate and graduate degrees, including the Ph.D.

The Defense Language Institute, located in the Presidio of Monterey on Pacific Grove's eastern border, conducts full-time resident language training for United States military personnel and selected employees of the federal government. With an expansion completed in 1987, DLI has a full-time enrollment capacity of 4,080 students. Many DLI staff members and students live in Pacific Grove.

The official closing date of Fort Ord was September 30, 1994. As part of the conversion of Fort Ord from military to civilian use, in July 1994 land and buildings were transferred to the University of California system for a research center, and to the California State University system for a new campus, the California State University Monterey Bay. The new campus will eventually accommodate 25,000 full-time students and will employ approximately 3,000 faculty and staff members. Pacific Grove is part of the Fort Ord Reuse Agency (FORA), a joint powers agency.

**POLICY 22 Be supportive of the Pacific Grove Unified School District and other Peninsula academic institutions.**

**POLICY 23 Recognize the value to the community of the DLI and the Naval Postgraduate School, and actively support maintaining the DLI and the Naval Postgraduate School in their present locations.**

## 9.17 PLANNING FOR NEW AND EXPANDED FACILITIES

Pacific Grove, like virtually every other community in California, is confronted with difficult choices each year in terms of which capital projects to fund. The needs are always greater than the revenues available. Most major capital projects require funding from several sources and over several budget years.

The City needs to develop a comprehensive framework, such as a capital improvements program, to set priorities, establish schedules, and identify funding sources for various improvements. An important aspect of achieving such a program will be the identification of new local sources of funds to help pay for the needed facilities.

Any future expanded public facilities to be built in Pacific Grove, whether City or regionally owned, will continue to follow the City's permit process to protect the interests of the City and its residents.

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<b>GOAL</b> <b>7</b>	<b>Promote efficiency and convenience in the siting of public facilities, while minimizing adverse effects on surrounding development.</b>
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**POLICY 24 Designate adequate, appropriately located land for City, County, School District, and other public facilities.**

**POLICY 25 Encourage the use of building and landscaping materials that will make public facilities compatible with neighboring properties.**

**POLICY 26 Ensure that new development pays appropriate development fees to offset any increased burden on public facilities and services.**

**POLICY 27 Promote joint-use of public facilities and agreements for sharing costs and operational responsibilities among public service providers. (See Chapter 5, Parks and Recreation, Policy 3.)**

**POLICY 28 Plan for facilities needed to meet the service requirements of the City.**



Program X Prepare and maintain a multi-year capital improvements program (CIP).

**POLICY 29 Provide public rest rooms in appropriate business and recreational areas as funding becomes available.**

Program Y Seek funding for the construction of new rest room facilities and the upgrading of existing facilities.

**POLICY 30 Make all City-owned facilities, buildings, and programs equally and reasonably accessible to all residents and visitors.**

Program Z Obtain input from appropriate staff and ADA-related committees.

ADA stands for the Americans with Disabilities Act, which went into effect in 1992.

#### 9.17.1 Accessibility for the Disabled

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<b>GOAL</b> <b>8</b>	<b>Assure accessibility to City-owned facilities, programs, and buildings.</b>
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# 10 Health and Safety

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A wide range of hazards must be considered in planning for urban development. Some of these hazards are natural, such as seismic shaking; some are man-made, such as noise; and others are natural hazards exacerbated by human activity, such as development in areas sensitive to soil erosion or liquefaction. Many potential hazards can be avoided in the development process through locational decisions, while other hazards can be tolerated or minimized by including mitigation measures in the planning and land use regulation process.

This chapter inventories and assesses the major hazards confronting Pacific Grove, including seismic and geologic hazards, erosion, wildland and urban fires, flooding, and noise. It also covers fire and police, the emergency forces that must deal with the hazards and secure the safety of the community.

## 10.1 SEISMIC AND GEOLOGIC HAZARDS

Monterey County is situated in a seismically active area. (See Figure 10-1, Earthquake Faults.) A number of faults traverse the county near the Monterey Peninsula, including the San Andreas Fault, which runs north-south about 28 miles east of Pacific Grove. The San Andreas Fault is considered capable of producing an earthquake with a magnitude of up to 8.5 on the Richter scale. The U.S. Geological Survey in 1990 estimated that there is a 67 percent chance of a magnitude 7 or larger earthquake in the San Francisco Bay Area during the next 30 years with an epicenter somewhere between San Jose and Santa Rosa.

Two other active fault zones affecting Pacific Grove are the Monterey Bay and the Palo Colorado-San Gregorio Fault Zones. These two areas, both of which have experienced movement along individual fault segments, are separated by the submerged Monterey Canyon.

The Monterey Bay Fault Zone is located offshore in the northern and southern areas of Monterey Bay. The maximum magnitude earthquake likely to be generated by this fault zone is about 6.5, which could generate tsunamis on the Pacific Grove coastline.

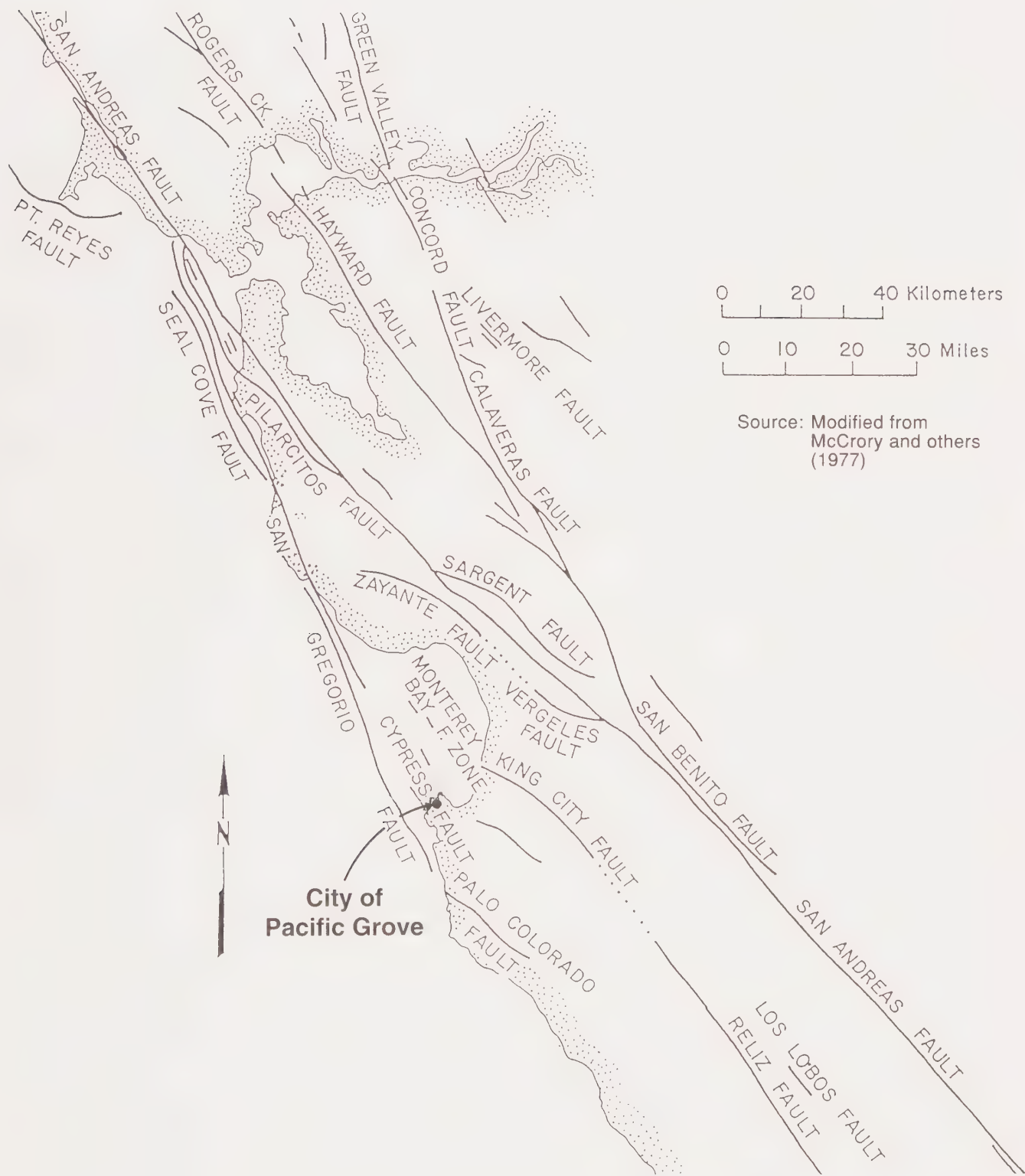
The Palo Colorado-San Gregorio Fault Zone is a northwest-trending zone located six miles west and south of Pacific Grove. This active fault zone connects the Palo Colorado Fault near Point Sur, south of Monterey, with the San Gregorio Fault near Point Año Nuevo, where it intersects the San Andreas Fault System. The Palo Colorado-San Gregorio Fault has the capability of producing an earthquake with an estimated maximum magnitude of 7.5 on the Richter scale.

Besides these three active fault zones, there are another 15 potentially active faults within Monterey County. Those closest to Pacific Grove are the Navy Fault and Cypress Point Fault. The Navy Fault is a northwest-trending fault that runs through the center of the City of Monterey into Monterey Bay. The Cypress Point Fault also trends northwest, running through the southwestern portion of the Monterey Peninsula, just northeast of Pescadero and Cypress Points. Most faults in Monterey County run parallel to the San Andreas fault in a northwest direction, and are considered sub-units of the San Andreas Fault System.

### 10.1.1 Seismic Hazards

Pacific Grove, while exposed to seismic hazards, is situated in a relatively stable area of granitic bedrock, and is relatively better off than other parts of the county. Since 1856, the three most severe quakes to affect Pacific Grove were the April 1906, October 1926, and October 1989 quakes. The 1989 Loma Prieta quake, which measured 7.1 on the Richter scale, caused very little damage in Pacific Grove.

**Figure 10-1**  
**Earthquake Faults**





### 10.1.2 Groundshaking

Groundshaking is the vibration that radiates from the epicenter of an earthquake. Because it can damage or collapse buildings and other structures, and because the shaking effects can be damaging well beyond the fault trace that generates the shaking, groundshaking is considered the most serious and direct hazard produced by an earthquake. The intensity of the vibration or shaking and its potential impact on structures and urban development is determined by (1) the nature of the underlying rock and soil; (2) the structural characteristics of the building; (3) the quality of workmanship and building materials used; (4) the location of the epicenter and the magnitude of the earthquake; and (5) the duration and character of the ground motion.

The potential for damage is most likely to be minimal where bedrock is located close to the ground surface. Pacific Grove is situated in such an area and can be considered relatively stable. Nevertheless, older buildings constructed before building codes were in effect, and even newer buildings constructed before earthquake resistance provisions were included in building codes in 1933, are the most likely to suffer damage in an earthquake. However, most buildings in Pacific Grove are one or two stories and are predominantly wood frame, which makes them among the most structurally resistant to earthquake damage. In Pacific Grove there are only 12 of the older masonry buildings without earthquake resistant reinforcement that are the most susceptible to the sort of structural failure that causes the greatest loss of lives. The greatest concentration of old masonry buildings, some with cornices and parapets that are not firmly anchored, is in the Downtown area.

Fire is often the major form of damage resulting from groundshaking, largely as a result of the great number of buildings constructed of combustible materials, damage to the City's firefighting facilities, and the rupture of water mains. Ninety percent of the destruction in the 1906 San Francisco earthquake was caused by fire. Most earthquake-induced fires start because of ruptured power lines, damage to wood, gas, or electrical stoves, and damage to other gas or electrical equipment. This points to the need for greater use of non-combustible material and special construction techniques so that water mains will remain intact during large earthquakes. Critical facilities, such as hospitals and fire stations, must be sited, designed, and constructed to withstand severe groundshaking.

### 10.1.3 Ground Failure

In addition to structural damage, groundshaking can also cause ground failure, such as liquefaction, settlement, lurch cracking, lateral spreading, and earthquake-induced landslides.

**Liquefaction** is the loss of soil strength due to seismic forces acting on water-saturated granular soils. This loss of strength leads to a "quicksand" condition in which objects can either sink or float depending on their density. The potential for liquefaction in Pacific Grove exists primarily in beach and sand dune areas, and in fill areas close to the shoreline. This potential is greatest in the Spanish Bay and Asilomar areas.

**Settlement** is the vertical compaction of soils and alluvium caused by groundshaking. It may range from a land surface drop of a few inches to several feet, and may occur as far as 75 to 80 miles from the epicenter. There are no areas subject to settlement in Pacific Grove's Planning Area.

**Lurch cracking** refers to fractures, cracks, and fissures from a few inches to many feet in length produced by groundshaking, settling, compaction of soil, and sliding. In a major earthquake, lurch cracking is likely to result in the extensive rippling and fracturing of pavements and curbs, and damage to sewer, gas, and water lines.

**Lateral spreading** is the horizontal movement or spreading of soil toward an open face such as a stream bank or the open side of fill embankments. In Pacific Grove's Planning Area, the most likely locations to be affected are improperly engineered fill areas or steep, unstable banks. But because Pacific Grove is situated on stable bedrock, the potential for significant damage from either lurch cracking or lateral spreading is low.

An earthquake large enough to be felt can also cause rockfalls, landslides, rock avalanches, and mud and debris flows. Severe landslide damage and disruption of access could occur as the result of a moderate to major earthquake along Highway 68.

### 10.1.4 Tsunami Hazards

A tsunami is a large ocean wave generated by an earthquake in or near the ocean. Submarine earthquakes of magnitudes in excess of 6.5 on the Richter scale appear to be the principal cause of tsunamis, although tsunamis also have been triggered by submarine landslides and volcanic eruptions. Tsunamis are actually a series of very long-period waves (lasting five

minutes to several hours) that are low in height when traversing water of oceanic depth. But when tsunami waves approach shore where the water depth decreases rapidly, wave refraction, shoaling, and bay or harbor resonance may result in dramatically increased wave heights.

Most tsunamis that have struck the California coast in the past—such as the 1964 Crescent City disaster—have resulted from very distant earthquakes, primarily in the Aleutian Islands. Because of flooding and wave action, the tsunami hazard associated with large distant earthquakes appears to be high along beaches and within harbor facilities.

The major California offshore faults close to Monterey Bay are probably strike-slip faults, and earthquakes generated on strike-slip faults are not likely to produce large-scale tsunamis. Thus, tsunami potential associated with a local offshore seismic event is low.

Nevertheless, tsunamis have occurred within the Monterey Bay region, resulting in significant damage to harbors and other coastal facilities. There is no record of any tsunamis more than 10 feet high occurring along the Monterey County Coast. The effect of a tsunami wave on the Pacific Grove shoreline would be comparable to a swiftly rising and falling tide. For the Pacific Grove shoreline, the main safety hazard from a tsunami is the possibility that residents on Ocean View Boulevard and other low altitude streets such as Coral Street and Acropolis Street who are not evacuated may be caught by the waves. There is also the possibility that sight-seers who evade police tsunami warning barriers and follow the tsunami drawdown into the exposed intertidal areas may be swept away by the following crest of the tsunami as were 61 sight-seers in Hilo, Hawaii, in 1960.

A tsunami warning system has been set up with the Pacific Tsunami Warning Center in Hawaii, and the Alaska Tsunami Warning Center in Alaska. These Centers will provide warnings to the National Weather Service which will pass them on to the Pacific Grove Police Department.

Areas above the seacliff in Pacific Grove are considered to have a low tsunami hazard, while beaches and areas below the seacliff are considered to have a high tsunami hazard.

### 10.1.5 Summary of Seismic and Tsunami Hazards

Potential seismic and tsunami hazards in the Pacific Grove Planning Area have been mapped in the Monterey County and Cities Seismic Element. The map is divided into zones of relative seismic hazard based on bedrock type, soil type, and proximity to known faults. Past studies and evaluation of seismic hazards in the region indicate Pacific Grove is in a relatively stable area. The principal danger to structures is caused by groundshaking, and the potential for such damage is only low to moderate. Liquefaction potential is limited mostly to the Spanish Bay area. Low areas adjacent to beaches and the immediate shoreline are potentially subject to tsunami inundation.

### 10.1.6 Landslide and Erosion Hazards

The potential for landslides and serious erosion exists wherever natural or man-made disturbances have created unstable soil and slope conditions. Erosion is a natural process that is affected by variables such as the amount and intensity of rainfall, ocean wave exposure, properties of soil type and underlying rock, and vegetative or organic debris cover. It becomes a serious problem only when man-made factors are also at work. Landslides are usually more destructive and can be triggered by either natural causes (such as seismic shaking or stream erosion) or by human activities such as grading, compaction, and filling, which can increase the load on unstable ground masses.

**Soils.** A number of soil properties have important implications for development and resource management. Soil-related issues to be addressed in planning and management include erosion, drainage, runoff, and expansive soils. The soils in the Planning Area have only a moderate erosion hazard and a moderate runoff potential.

**Landslides.** Unstable and potentially unstable slopes can be identified by bowl-shaped or step-like hillsides, broken and sheared bedrock and/or soil deposits, near-surface saturated conditions as evidenced by springs or seepage areas, slopes generally greater than 15 percent, and broken ground and/or tilted vegetation. All are indications of poor slope stability.

Most areas of Pacific Grove have an extremely low potential for landsliding. No significant landslides have been recorded in the city, and with the exception of a few low bluff areas along the waterfront that are used as parks and are protected by retaining walls, no significant areas of landslide susceptibility have been



identified. Only a relatively small portion of the city contains slopes over 30 percent: Calabrese Canyon, some coastal bluffs, Benito Avenue, Piedmont Avenue, Hillside Avenue, Adobe Lane, and Syida Drive.

**Erosion.** Erosion and deposition are common natural geologic processes that result from gullying, rilling, ravelling, and bank cutting. In areas undisturbed by human activity, these processes may or may not pose a hazard. They may, however, be accelerated by concentrating natural surface flows into culverts or by removing vegetative cover. Then the chances of hazardous conditions increase.

The 1978 Pacific Grove environmental hazards element identified three areas as high erosion hazard zones. These areas have since been further developed and no longer pose a serious erosion problem. The areas were Calabrese Canyon, Spanish Bay, and an area adjacent to the Samuel F. B. Morse Reserve. The construction and landscaping associated with the housing development at Calabrese Canyon and the new golf course and hotel at Spanish Bay have reduced the overall erosion hazard.

The grading of sites can, nevertheless, present an erosion hazard which can affect not only the property being developed but also adjacent and downslope properties. Sediment traveling from eroded areas usually affects an area much larger than the site under construction. Section 24.06.020 of Pacific Grove's Subdivision Ordinance is intended to control the erosion-inducing effects of development. The City also requires that temporary cover or mulching be used to protect bare soil and slopes to mitigate erosion hazards during construction in rainy periods.

#### 10.1.7 Marine-related Erosion Hazards

The ocean and bay shore on the north and west of the city are subject to weathering, erosion, and deposition of rocks and sand from both ocean winds and waves. Whereas sandstone and bedded cliffs have posed cliff-retreat problems for urban areas on the other side of Monterey Bay, Pacific Grove's shoreline is mostly dominated by exposed granitic rock that forms a relatively stable and durable barrier to protect shoreline development from the constant barrage of ocean waves. Although wave activity can become intense during winter storms, the Pacific Grove shore has not retreated significantly.

Approximately 80 percent of the city's shoreline is still in its natural state. The remaining 20 percent (all

between Point Pinos and Point Cabrillo) has been altered with seawalls to provide protection from wave action. Two small areas (at Point Cabrillo and on the ocean side of Point Pinos) have either protective beaches or stable rock formations. The U.S. Department of Navigation and Ocean Development has classified four small areas where man-made shoreline improvements may be endangered, although damage may not have occurred recently. Along the rest of the natural shoreline, existing improvements are not considered in danger from wave damage.

Pedestrian traffic along the immediate shoreline can contribute to shoreline bluff erosion. Walkers can disturb protective vegetation in bluff-top areas. Loss of vegetative cover leads to further abrasion of the bluffs, and run-off and storm wave action increase erosion and sedimentation. The City's seawall construction program has tried, since 1970, to remedy the conditions caused in part by heavy pedestrian use of the shoreline. The seawall has enhanced public access in certain locations, and may also have had a beneficial effect on maintaining water clarity in the Marine Gardens Fish Refuge.

Very few structures in Pacific Grove have been built directly adjacent to the shoreline. Roadways (Ocean View Boulevard and Sunset Drive) separate urbanized land uses from the shore. Those portions of Ocean View Boulevard adjacent to any steep drop to sea level are protected by retaining walls. There is, therefore, no significant ocean wave-related erosion hazard to existing urban development.

The erosion hazard from wind on sand dunes along the shoreline between the Lighthouse Reservation and the Spanish Bay area is significant. Unless stabilized by vegetation or snow fences, dune sands will shift and change frequently. Without such stabilization, construction and siting of structures in the dune area constitutes a hazard to both the new structures and surrounding properties. Disturbance or removal of natural dunes will also increase wind damage hazards.

## 10.2 SEISMIC AND GEOLOGIC GOALS, POLICIES, AND PROGRAMS

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<b>GOAL</b>	<b>Prevent loss of life, injury, and property damage from geologic and seismic hazards.</b>
<b>1</b>	

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**POLICY 1** Design underground utilities, including water and natural gas mains, to withstand seismic forces.

**POLICY 2** Continue City requirements for post-earthquake building replacement, reconstruction, and rehabilitation to conform to the latest City codes.

**POLICY 3** Ensure that any hazardous conditions associated with unreinforced masonry (URM) buildings are mitigated to an acceptable level.

**Program A** Prepare and adopt construction and design standards for underground utilities, particularly natural gas and water, to minimize damage from seismic activity and soil-related problems.

**Program B** Maintain, in the Pacific Grove Municipal Code, a Seismic Hazards Identification Program that identifies potentially hazardous buildings.

All unreinforced masonry (URM) buildings that are potentially hazardous have been identified, and the City has developed and implemented a mitigation program to reduce the associated hazards.

## 10.3 FLOODING

The potential for flooding exists whenever excess surface runoff collects and concentrates. This may occur because of inadequate storm drainage or because the natural capacity of a stream or drainage system has been exceeded.

The natural landscape of Pacific Grove peaks near the city boundary with the Presidio of Monterey and slopes gently north and west toward Monterey Bay and the Pacific Ocean. This slope gives the city a mostly unobstructed natural gravity drainage system. Pacific Grove is on a peninsula without any significant streams or rivers and no true floodplains. Several low areas of the city near Asilomar State Beach and Conference Grounds, however, were designated as “flood prone” in the 1978 Pacific Grove environmental hazards element. Flooding in these areas has since been mitigated Source: by installation of new storm drains, and there is no significant flood danger to the city.

## 10.4 DAM FAILURE

The California-American Water Company recently reconstructed the Forest Lake Reservoir to make it more resistant to earthquake and storm damage that could cause local flooding. Cal-Am’s reservoir within the city limits poses no significant inundation hazard. It is no longer being used for potable water storage.

**Program C** Explore the use of the California-American Reservoir for potential storage of reclaimed water.

## 10.5 STORM HAZARDS

Winter storms along the Pacific Grove shoreline have the potential of producing breaking waves exceeding 20 feet in height at the 20-foot depth contour. Although the offshore reef areas dissipate much of the storm wave energy, run-up can reach the low-lying shoreline areas below or at the 20-foot elevation (including the waterfront parklands and roadways). Boulders and other debris flung onto the shore are the primary storm hazards in the area.

Another potential storm hazard results from the configuration of Monterey Bay. The bay tends to produce sets of larger waves followed by quiet periods. These quiet periods may lure the unwary too close to the shoreline. The City has recognized the hazard these



*Victorian ladies flirting with danger, 1910*

Source: The Pat Hathaway Collection

unexpected large waves pose by posting warning signs along the shoreline.

A study of storm damage in the vicinity of Monterey Harbor from 1910 to 1960 indicates periodic damage to harbor structures and moored boats, but little loss of life. The winter storms of 1982-83 downed trees, damaged piers and some seawalls, and flooded part of the Asilomar area. Although recreational use of the shoreline has intensified substantially since 1970, the heaviest use is during the summer months when storm activity is rare. (Most storms occur between October and April.)

**POLICY 4    Maintain adequate storm warning communication systems.**

The Pacific Grove Police Department receives weather warnings directly from the National Weather Service's Forecast Office for the San Francisco Bay Region. A new National Weather Service forecast station at the Monterey Peninsula Airport, focusing on the coastal counties between Sonoma and San Luis Obispo counties, opened in 1994.

## 10.6 AIRCRAFT CRASH HAZARDS

Under some wind conditions, commercial, private, and military airplanes fly over Pacific Grove on their approach to land at the Monterey Peninsula Airport. This is a potential hazard.

**POLICY 5    Work with the Airport District to monitor safety and noise concerns for Pacific Grove.**

## 10.7 EMERGENCY RESPONSE

Pacific Grove has a Multi-Hazard Emergency Plan which was revised and updated in January 1992. The plan covers responses to earthquakes, hazardous material incidents and ocean oil spills, tsunamis, transportation incidents including aircraft and highway accidents, and nuclear emergencies.

The plan provides overall organizational and operational concepts for responding to the various hazards. This plan is to be used in conjunction with the City's Emergency Operating Center Standard Operating Procedures and the City's Radio Amateur Civil Emergency Service Plan.

Evacuation routes are shown in Figure 10-2. See Figure 10-3 for major sanitary sewer and storm drain collection systems. Figure 10-4 shows major water mains.

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**GOAL    Provide aid to the community as  
2        needed in the event of natural or  
         man-made disasters.**

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**POLICY 6    Ensure that City emergency response procedures are adequate to deal with natural or man-made disasters in the community.**

**POLICY 7    Periodically update and test the effectiveness of the City's Multi-Hazard Emergency Plan.**

**POLICY 8    Ensure that individuals and agencies assigned emergency responsibilities under the Multi-Hazard Emergency Plan prepare appropriate supporting plans and related standard operating procedures.**

**POLICY 9    Maintain a level of preparedness adequate to implement all parts of the Multi-Hazard Emergency Plan.**

**Program D    Periodically review and update alerting procedures and resources lists.**

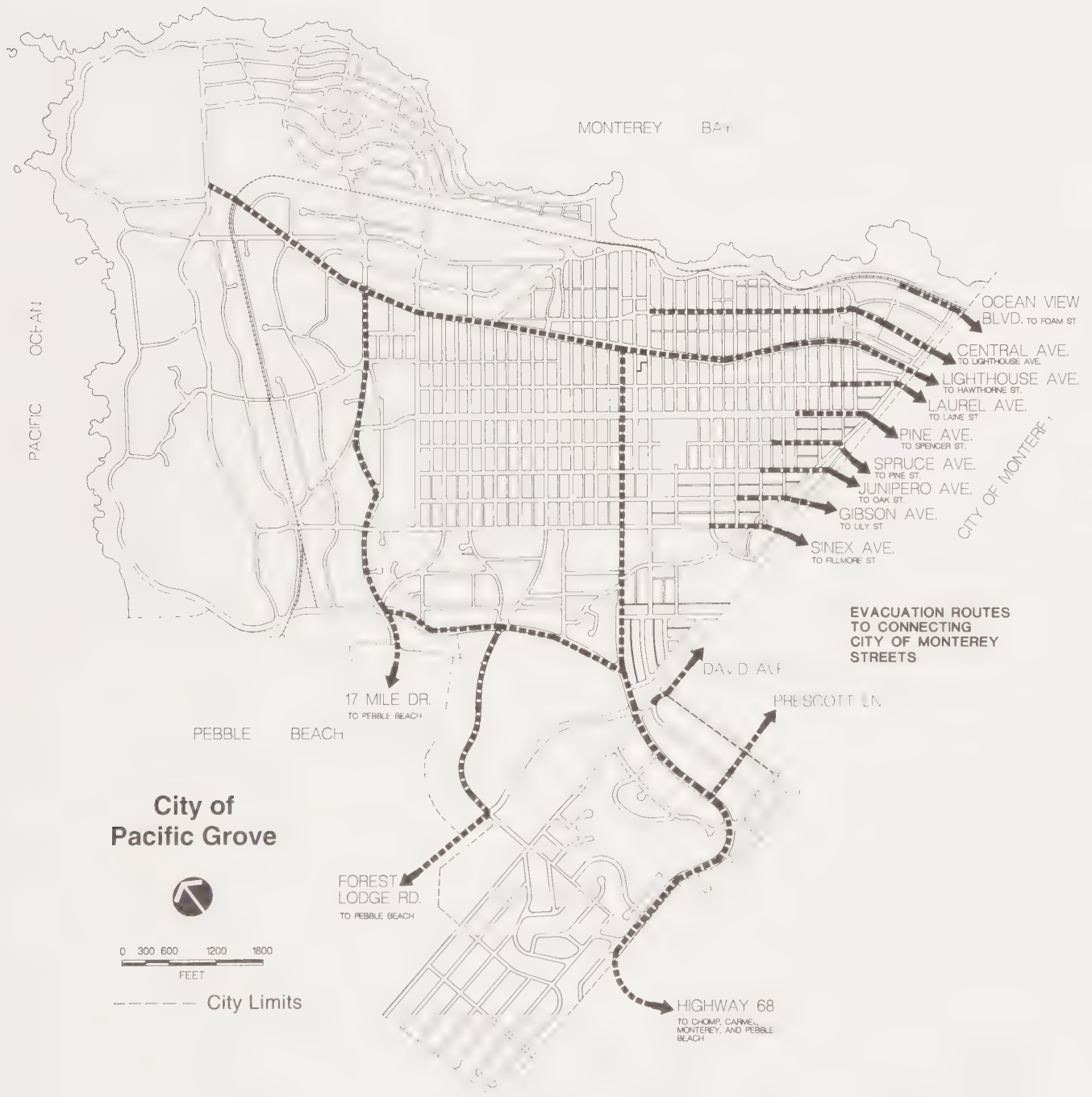
**Program E    Review County and State emergency response plans and procedures to ensure coordination with the City's Multi-Hazard Emergency Plan as part of the periodic update of the City's plan.**

**Program F    Develop and implement public information programs concerning disaster response and emergency preparedness.**

**Program G    Identify emergency access routes.**

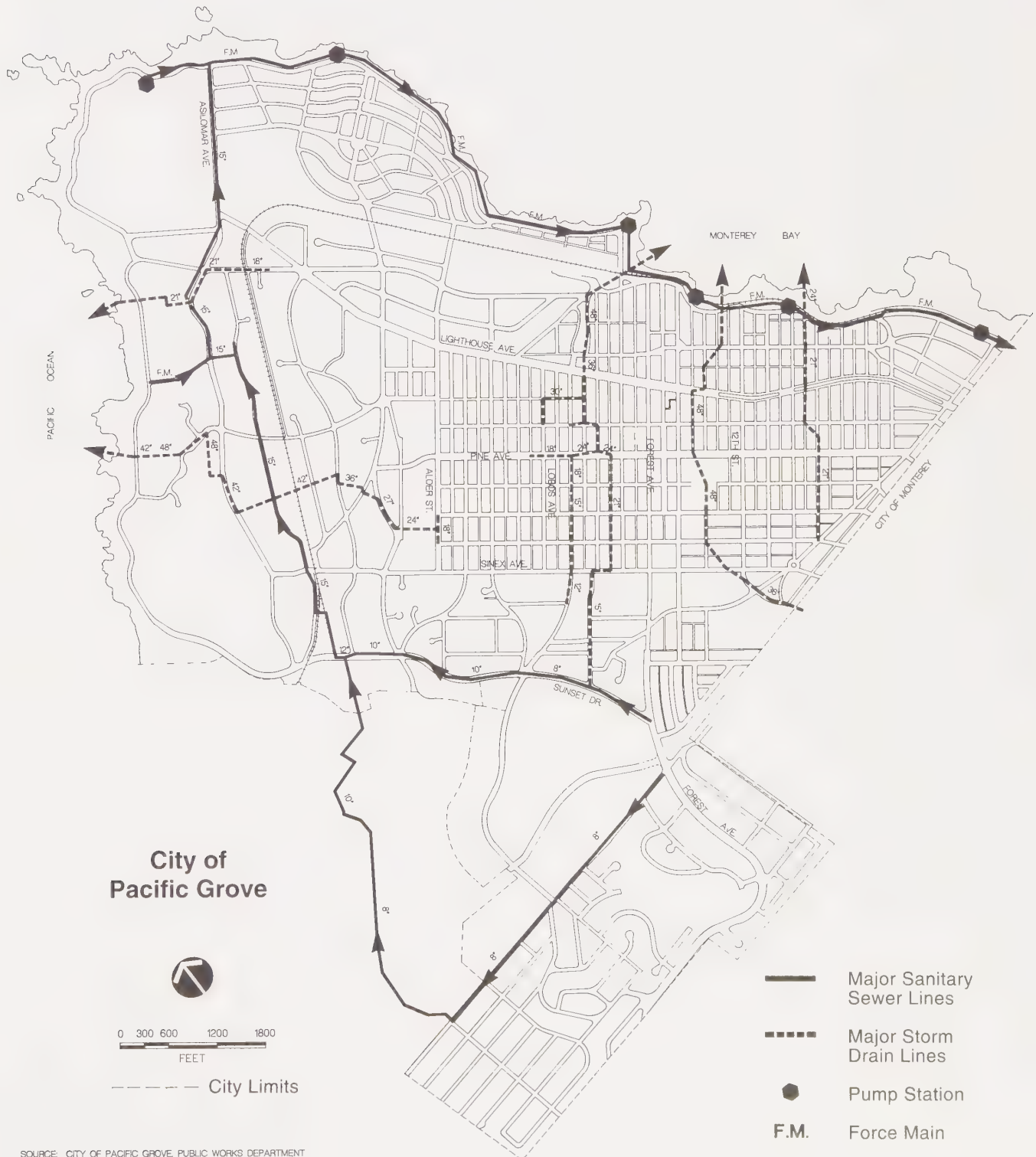
**Program H    Include provisions for persons with disabilities in emergency response plans.**

**Figure 10-2**  
**Evacuation Routes**





**Figure 10-3**  
**Major Sanitary Sewer and Storm Drain Collection Systems**



SOURCE: CITY OF PACIFIC GROVE, PUBLIC WORKS DEPARTMENT

Figure 10-4  
Major Water Mains



- Program I Identify alternative water sources for fire-fighting purposes for use during a disaster.
- Program J Designate and develop a command center for use during emergencies.
- Program K Develop and maintain mutual aid agreements and communications links with surrounding jurisdictions for assistance during emergencies.

## 10.8 TOXIC AND HAZARDOUS WASTES

The generation, storage, disposal, and transportation of toxic or hazardous wastes in Pacific Grove is not a significant issue. The City maintains a hazardous materials storage area at the City Corporation Yard.

The City supports the establishment of a substation in the city for the collection of hazardous materials. See Program L in Section 6.6 of Chapter 6, Natural Resources.

- Program L Continue to maintain appropriate licenses and permits for the storage of hazardous materials.

## 10.9 AIR AND WATER POLLUTION

There are no significant air or water quality problems in the Planning Area. (Water quality and the City's intention to control non-source pollutants are discussed in Chapter 6, Sections 6.2 and 6.6.)

The excellent ventilation provided by the weather patterns inhibits the buildup of air pollutants. However, Pacific Grove is part of the North Central Coast Air Basin, which is a non-attainment area for State and federal ozone standards and for State inhalable particulate standards. Attainment means complying with State and federal ambient air quality standards within an air basin.

There are few industrial sources of air pollution in Pacific Grove. Emissions come from automobiles, and from sources such as dry cleaners and gasoline dispensers.

The City has the following air quality goals, policies, and programs:

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### **GOAL 3** Promote attainment, and insofar as possible, improve air quality in Pacific Grove and the Monterey Bay area.

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**POLICY 10** Address State and federal regulations to keep funding to maintain attainment.

Program M Support and participate in regional air quality planning programs.

**POLICY 11** Use the CEQA process to identify and avoid or mitigate potentially significant air quality impacts of development.

In doing so, the City will consult with the Monterey Bay Unified Air Pollution Control District concerning air quality issues associated with specific development proposals.

**POLICY 12** Continue to support the efforts of the Transportation Agency for Monterey County to implement the Monterey County Congestion Management Plan.

Program N Ensure that new development, or major rehabilitation, redevelopment, or conversion, incorporates the infrastructure, facilities, and design standards necessary to encourage and accommodate public transportation, ridesharing, and non-automobile travel modes.

## 10.10 FIRE HAZARDS

There is a potential for both wildland and structural fires to threaten life and property in Pacific Grove. Wildland fires, which result from both human activity and natural causes, occur in forests, brush, or grasslands, but may threaten structures and urban development. Structural fires usually result from human activity. Substandard structures present the highest potential for injury, death, or loss of property.



### 10.10.1 Wildland Fire Hazards

Wildland fires are unlikely to present a hazard to Pacific Grove during most of the year, but such fires do occur periodically and naturally. The buildup of understory brush (which under natural conditions would be periodically burned off) creates conditions conducive to large and intense fires. Variables such as humidity, drought, rainfall, wind velocity, type of vegetation, and fuel buildup determine the start, spread, and control of wildland fires. The most hazardous fire conditions occur during the annual dry season (May to October).

The border of the Del Monte Forest with Pacific Grove has a potential for wildland fires that can endanger urban development. Undeveloped forested areas directly behind houses in this area are highly hazardous because of the accumulation of large amounts of dry brush and dead wood that can become fuel for a wildland fire. A May 31, 1987, fire in Del Monte Forest burned 160 acres, destroyed 32 houses, and caused an estimated \$16 million in damage. Monterey County contracts with the California Department of Forestry for fire protection in this part of the Planning Area.

Some areas within the city limits also pose a wildland fire hazard. In Pacific Grove Acres, structure fires can set off wildland fires. The forested portions of the Lynn "Rip" Van Winkle Open Space could pose a fire threat to the schools and housing across Congress Avenue. Washington Park and Asilomar State Beach and Conference Grounds have a smaller potential for an outbreak of wildland fire, since they are well-maintained and regularly cleared of fire-prone debris and brush and are broken up by pavements and cleared areas.

The California Department of Forestry has developed a classification of wildland fire hazards for all "State responsibility lands." The State responsibility lands within the Pacific Grove Planning Area, all of which are unincorporated, have been designated as having a moderate fire potential.

### 10.10.2 Structural Fire Hazards

A large number of structures within the original Retreat are substandard in terms of current fire and building codes. These older buildings were constructed on small lots with little or no yard space between them. Many are of single-wall construction, and nearly all are wood frame. Many have original electrical wiring and circuits that fail to meet the electrical

demands of large numbers of modern household appliances. In addition, many older two- and three-story dwellings throughout the city have been converted into apartments or rooming houses; and increasing the number of family units within a building increases the fire risk.

A number of wood-frame commercial buildings in the Downtown lack adequate fire protection. Some of the masonry buildings have common basements without fire-wall separations between properties. The lack of fire walls at property lines and within buildings gives the Downtown the city's greatest potential for fire.

Lack of water supply and low pressure can seriously constrain fire fighting capabilities. Most of Pacific Grove has adequate water supply for fire suppression; areas that have inadequate water supply need to be upgraded. As of 1994, the areas within the city with inadequate water supply for normal fire protection were:

The 1100 and 1200 blocks of Forest Avenue;

The 600 block of Spazier;

The 600 block of Hillcrest;

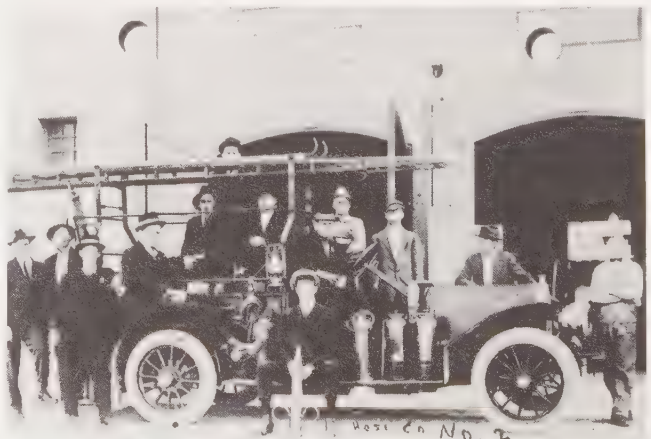
The 300 and 400 blocks of Bishop;

The area bounded by the 1000 block of Forest, between Beaumont Avenue and Morse Drive;

The 1200 block of Adobe Lane; and

The 600 and 700 blocks of Mermaid Avenue.

Although California-American Water Company has a



*A tradition of public safety, 1920*

*Source: The Pat Hathaway Collection*

water main improvement program, its priorities are based on customer complaints and leaks—not on fire fighting needs. Therefore, the City will need to include a water main improvement program in its capital improvement planning.

The original Retreat and Mermaid Avenue areas are designated “target hazard areas” because of the density of buildings and type of building construction. In addition, Mermaid Avenue has inadequate fire flow. To increase the fire flow, a new water main was extended from Lovers Point Park 950 feet westerly into the 700 block of Ocean View Boulevard, and a new hydrant was installed at the end of this main.

## 10.11 FIRE PROTECTION

The Pacific Grove Fire Department serves the city from a single, centrally located fire station at 600 Pine Avenue. The department is staffed by approximately 18 full-time, paid professional firefighters and 35 volunteers. For all fires and emergencies, the department maintains “running orders” which determine the number and type of equipment to be dispatched and personnel required. In first-alarm or greater fire situations, off-duty personnel are called in to staff reserve or back-up equipment located at the station, and volunteers are dispatched directly to the fire scene.

In addition to fire volunteers, the department has a volunteer ocean rescue unit that provides service on a countywide basis. Those involved in the ocean rescue program have diving experience and are not involved with fire suppression.

Pacific Grove has a mutual aid agreement with all fire

agencies in Monterey County. The County Communications Center in Monterey handles communications and dispatches units. During 1990, the department’s average response time was approximately three minutes, with response times rarely exceeding five minutes.

Peninsula Medics Ambulance Company provides paramedic service on the Monterey Peninsula with one full-time ambulance stationed behind the Pacific Grove Fire Department.

As required by the Public Utilities Commission, the City has established minimum acceptable flow rates for fire protection. These minimum water flow rates are listed in the latest adopted edition of the Uniform Fire Code, Appendix III-A, Division III, “Fire-flow Requirements for Buildings.”

## 10.12 FIRE PROTECTION GOALS, POLICIES, AND PROGRAMS

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**GOAL 4** Prevent loss of life, injury, and property damage from fires, release of hazardous materials, natural disasters, and exposure to other hazardous conditions.

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**GOAL 5** Ensure an adequate level of fire and medical emergency service to the community.

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*School children learn fire prevention*



*An ocean rescue*



<b>POLICY 13</b>	<b>Require new development to provide all necessary water service, fire hydrants, and roads consistent with Fire Department standards and City requirements which relate to the project.</b>	Program S	Continue the current annual weed abatement program.
<b>POLICY 14</b>	<b>Require new development to comply with the minimum fire-flow rates contained in Appendix III-A in the most recent and locally-adopted edition of the Uniform Fire Code.</b>	Program T	Continue and improve current fire prevention practices, including the current annual city fuel reduction program, in close cooperation with the City Forester.
<b>POLICY 15</b>	<b>Require all construction to meet the applicable current City codes for fire and life safety.</b>	Program U	Incorporate a fire safety component in the forestry management plan which takes into consideration the preservation of natural forest characteristics.
Program O	Review the application of the City's requirements for on-site fire suppression systems, including sprinklers and pumps, in all new construction.	Program V	Require businesses that manufacture, store, use, or transport significant quantities of hazardous and toxic materials to annually identify such materials and their quantities and to notify the Fire Department of any changes in such materials or activities.
<b>POLICY 16</b>	<b>Ensure adequate fire equipment access through the development review process.</b>	Program W	Maintain a current inventory of hazardous and toxic materials by location, for use by the Fire Department and the Community Development Department.
<b>POLICY 17</b>	<b>Ensure adequate water fire-flow throughout the city.</b>	Program X	Continue all existing health, safety, and education programs.
Program P	Regularly monitor fire-flow to ensure adequacy.	<b>POLICY 20</b>	<b>Endeavor to achieve and maintain an overall fire insurance (ISO) rating of 3 or better.</b>
Program Q	Schedule the improvement of water mains in the City's Capital Improvements Program (CIP).	Program Y	Monitor fire and emergency response times, staffing levels, facilities, and equipment.
<b>POLICY 18</b>	<b>Maintain an ongoing fire and life safety inspection program for all occupancies, except one- and two-family dwellings.</b>	<b>POLICY 21</b>	<b>Maintain an average response time of three minutes for Priority 1 (emergency) calls.</b>
Program R	Continue to inspect all occupancies annually, except one- and two-family dwellings.	Program Z	Work with the 911 reporting system to shorten response time.
<b>POLICY 19</b>	<b>Maintain an ongoing comprehensive hazard abatement program that requires property owners to remove fire hazards, including vegetation, hazardous structures and materials, and debris, as directed by the Fire Department.</b>	<b>POLICY 22</b>	<b>Maintain a high level of fire apparatus performance.</b>
		Program AA	Include replacement of aging fire apparatus in the City's Capital Improvements Program (CIP).
		Program BB	Remove fire hydrants from Mermaid Avenue.

Special conditions may apply in natural areas or where endangered species occur.



The street is too narrow, and there is inadequate flow from the hydrants.

**POLICY 23** **Maintain and enhance the current level of emergency medical service to the community.**

Program CC Maintain all line, full-time fire personnel as certified Emergency Medical/ Defibrillator Technicians (EMT-D).

Program DD Conduct a service level/cost-analysis study to determine if an increase in Fire Department personnel's current level of training would improve current emergency medical services. Implement findings as appropriate.

**POLICY 24** **Ensure that training programs sensitize emergency personnel to the special needs of persons with disabilities.**

## 10.13 POLICE

The Pacific Grove Police Department is located at 580 Pine Avenue, adjacent to City Hall and the Fire Department. The police facility includes a booking room, an interviewing room, and three short-term holding cells.

As of 1994, the department has 37 full-time and 11 part-time staff. Police are dispatched through the Monterey County Communications Center in Monterey, although City patrol units maintain radio contact with the Pacific Grove Police Department for warrant checks and teletype information.

Total criminal offenses reported in Pacific Grove declined from 967 in 1992 to 921 in 1993, a decrease of 5 percent. For the same period, crimes against people increased 14.6 percent, from 121 in 1992 to 140 in 1993. Crimes against property increased from 635 reports in 1992 to 654 in 1993. Citations for moving violations increased 14.2 percent, from 3,004 in 1992 to 3,498 in 1993. Parking citations decreased, from 20,763 in 1992 to 13,836 in 1993, a drop of 33.37 percent.

Response times for the Police Department are categorized according to the severity of the reported offense or complaint. During the period between 1990 and 1993, the department responded to calls in an average of between two and five minutes.

## GOAL 6

**Prevent crime and promote the protection of people and property.**

**POLICY 25** **Maintain an adequate level of police equipment and personnel consistent with city growth and development.**

**POLICY 26** **Provide minimum response time for Priority 1 (emergency) calls.**

Program EE Work with 911 to shorten response time.

**POLICY 27** **Encourage the use of private patrols and security personnel in large residential and commercial developments to supplement police services.**

Program FF Monitor response times and report annually on the results of the monitoring.

Program GG Continue to provide neighborhood security and crime prevention information and training to neighborhood groups and homeowners associations.

Program HH Develop a community safety program that addresses youth and gangs.

The police department maintains several community relations programs: McGruff for crime prevention, Neighborhood Watch for crime suppression, and DARE (Drug Awareness Response in Education).



*Patrolling the Monterey Peninsula Recreation Trail*

## 10.14 NOISE

Pacific Grove has a number of potentially significant noise sources. They include traffic on Highway 68 and major city streets, operations at the Monterey Peninsula Airport, and one identified stationary noise source (the Mission Linen Service Plant).

### 10.14.1 Highway Noise

Noise exposure contours for major sources of traffic noise within the city are shown in Figure 10-5. The  $L_{dn}$  contours generally are based on annual average conditions and are not intended to be site-specific. Since the calculations did not take into account the shielding provided by local buildings or topographic features, the distances shown on Figure 10-5 should be considered worst-case estimates of noise exposure along roadways in the community. (Noise exposure behind the first row of buildings along a roadway will typically be reduced between 5 and 15 dB.)

### 10.14.2 Aircraft Noise

Aircraft arriving and leaving the Monterey Peninsula Airport, located approximately 3.5 miles to the east, generate some noise in Pacific Grove. Measurements conducted in the vicinity of Sinex and Carmel Avenues in October 1987 indicated that maximum noise levels from individual arriving aircraft following the Instrument Landing System (ILS) for Runway 10 ranged from approximately 60-70 dBA for light propeller aircraft to approximately 65-80 dBA for commuter and jet aircraft. Departing aircraft turning north over the bay produced maximum noise levels from 62 dBA for a twin engine commuter aircraft (Swearingen Metroliner) to 75 dBA for a B727. According to airport management, overflights of Pacific Grove by arriving aircraft occur most frequently during the summer months, especially during the morning. Based on noise contours prepared by the airport, annual average noise exposure is less than 60 dB CNEL within Pacific Grove for existing airport operations. Noise from helicopters is now minimized with the closing of Fort Ord.

### 10.14.3 Industrial and Other Stationary Noise Sources

Only one stationary noise source has been identified within Pacific Grove: the Mission Linen Service Plant located in an unincorporated area at Sunset Drive and Congress Avenue. The plant normally operates between 7:30 a.m. and 4:00 p.m. Monday through Friday, and occasionally somewhat later than 4:00 p.m.

and on Saturday. Major sources of noise associated with the plant are delivery trucks moving about the loading areas of the plant, and roof-mounted fans associated with lint collection equipment and dryers. Noise measurements conducted in October 1987 indicated that noise levels from the fans ranged from approximately 52-53 dBA along Congress Avenue to approximately 57-59 dBA in front of multi-family residential uses across Sunset Drive from the plant. Noise levels 240 feet west of the plant were approximately 56 dBA. Based on the above-described hours of operation and noise level measurements, noise exposure exceeding 60 dB  $L_{dn}$  from this operation does not affect existing noise-sensitive land uses. The Police Department and Monterey County Sheriff have no records of any noise complaints from this source since the date of the 1987 noise survey. Periodic use of the fog horn at Point Pinos may create unavoidable noise. The U.S. Coast Guard has deflected much of the sound seaward through the use of baffles.

### 10.14.4 Community Noise Survey

A community noise survey was conducted to document noise exposure in areas of the community containing noise-sensitive land uses: all residential uses, schools, and long-term care medical facilities (such as hospitals and nursing homes). The community noise survey results indicate that noise levels within the city of Pacific Grove are generally typical of a quiet suburban community with estimated  $L_{dn}$  values ranging from 39-61 dB. Maximum noise levels are generally caused by local traffic or intermittent aircraft overflights.

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<b>GOAL</b> <b>7</b>	<b>Protect Pacific Grove residents from the harmful effects of excessive noise.</b>
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|------------------|---|
| <b>POLICY 28</b> | <b>Review possible noise-producing uses and mitigate as necessary.</b>  |
| <b>POLICY 29</b> | <b>Prevent encroachment of noise-sensitive land uses on existing industrial facilities or other stationary noise sources.</b>           |
| <b>POLICY 30</b> | <b>Prevent the expansion or intensification of existing noise-producing commercial/utility uses on adjacent residential properties.</b> |

**Figure 10-5**  
**1992 and 2012 Traffic Noise Contours**





Recommended allowable noise exposures for noise-sensitive land uses are shown in Figure 10-6.

**Program II** Require that new noise-sensitive uses in proximity to existing noise sources include receiver-based mitigation measures.

**Program JJ** Prevent new noise-sensitive land uses from locating in areas exposed to existing or projected future levels of noise from transportation noise sources that exceed 60 dB Ldn/CNEL (70 dB Ldn/CNEL in playgrounds and parks) unless the project design includes effective mitigation measures to reduce noise in outdoor activity areas and interior spaces to the levels specified in Figure 10-6.

**Program KK** Mitigate any noise created by new transportation and roadway improvement projects so that they will not exceed the levels specified in Figure 10-6 within the

outdoor activity areas and interior spaces of existing noise-sensitive land uses.

**Program LL** Mitigate any noise created by new proposed stationary noise sources so that they will not exceed the noise level standards of Figure 10-7 on lands designated for noise-sensitive uses.

This program does not apply to noise levels associated with agricultural operations on land designated or zoned for industrial uses.

**Program MM** Review proposed noise-producing commercial uses in residential areas through the use permit process and mitigate potential noise impacts.

**Program NN** Enforce the most current sections of the California Vehicle Code relating to adequate vehicle mufflers and modified exhaust systems.

**Figure 10-6**  
**Recommended Allowable Noise Exposure**

Transportation Noise Sources	Outdoor Activity <sup>1</sup> Areas	Interior Spaces	Interior Spaces
Land Use	L <sub>dn</sub> /CNEL, dB	L <sub>dn</sub> /CNEL, dB	L <sub>eq</sub> , dB <sup>2</sup>
Residential	60 <sup>3</sup>	45	--
Transient Lodging	60 <sup>3</sup>	45	--
Hospitals, Nursing Homes	60 <sup>3</sup>	45	--
Theaters, Auditoriums, Music Halls	--	--	35
Churches, Meeting Halls	60 <sup>3</sup>	--	40
Office Buildings	60 <sup>3</sup>	--	45
Schools, Libraries, Museums	--	--	45
Playgrounds, Neighborhood Parks	70	--	--

<sup>1</sup>Where the location of outdoor activity areas is unknown, the exterior noise level standard is applied to the property line of the receiving land use.

<sup>2</sup>As determined for a typical worst-case hour during periods of use.

<sup>3</sup>Where it is not possible to reduce noise in outdoor activity areas to 60 dB Ldn/CNEL or less using a practical application of the best available noise reduction measures, an exterior noise level of up to 65 dB Ldn/CNEL may be allowed, provided that available exterior noise level reduction measures have been implemented and interior noise levels comply with this table.

Source: Brown-Buntin Associates, Inc.

Program OO Purchase only equipment and vehicles that comply with noise level standards consistent with the best available noise control technology.

Program PP Review and modify as necessary the City's noise ordinance.

The ordinance should (1) employ guidelines of the California Office of Noise Control; (2) be designed to protect persons from excessive levels of noise that interfere with sleep, communication, relaxation, health, or legally permitted use of property, whether such noise is from existing or future sources; (3) make it unlawful to create noise that exceeds the standards of Figure 10-7, as measured at the exterior of noise-sensitive land uses; (4) contain maximum allowable levels of interior noise created by exterior sources; (5) provide for exemptions or modifications to noise requirements for construction activities, school functions, property maintenance, heating and cooling equipment, utility facilities, waste collection, and other sources; and (6) establish responsibilities and procedures for noise measurements, enforcement, abatement, and variances.

**Figure 10-7**  
**Maximum Allowable Noise Exposure,**  
**Stationary Noise Sources\***

	Daytime (7 a.m. to 10 p.m.)	Nighttime (10 p.m. to 7 a.m.)
Hourly $L_{eq}$ , dB	50	45
Maximum level, dB	70	65

*\*As determined at the property line of the receiving land use. When determining the effectiveness of noise mitigation measures, the standards may be applied on the receptor side of noise barriers or other property line noise mitigation measures.*

Source: Brown-Buntin Associates, Inc.

Program QQ Continue to enforce existing ordinances relating to inappropriate and unnecessary noise.





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# 11 Glossary

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## 11.1 ABBREVIATIONS

<b>ADA</b>	Americans with Disabilities Act	<b>LAFCO</b>	Local Agency Formation Commission
<b>ADT</b>	Average Daily Trips made by vehicles or persons in a 24-hour period	<b>LCP</b>	Local Coastal Program
<b>ARB</b>	Architectural Review Board	<b>LUP</b>	Land Use Plan (of the Local Coastal Program)
<b>BMR</b>	Below-market-rate dwelling unit	<b>LOS</b>	Level of Service
<b>CDBG</b>	Community Development Block Grant	<b>MIIS</b>	Monterey Institute of International Studies
<b>CEQA</b>	California Environmental Quality Act	<b>MPC</b>	Monterey Peninsula College
<b>CHOMP</b>	Community Hospital of the Monterey Peninsula	<b>MPWMD</b>	Monterey Peninsula Water Management District
<b>CLG</b>	Certified Local Government	<b>MRWMD</b>	Monterey Regional Waste Management District
<b>CIP</b>	Capital Improvements Program	<b>MRWPCA</b>	Monterey Regional Water Pollution Control Agency
<b>CMP</b>	Congestion Management Plan	<b>MST</b>	Monterey-Salinas Transit
<b>CNEL</b>	Community Noise Equivalent Level	<b>OPR</b>	Office of Planning and Research, State of California
<b>COG</b>	Council of Governments	<b>PGUSD</b>	Pacific Grove Unified School District
<b>DLI</b>	Defense Language Institute	<b>PUD</b>	Planned Unit Development
<b>EIR</b>	Environmental Impact Report	<b>TAMC</b>	Transportation Agency for Monterey County
<b>FAR</b>	Floor Area Ratio	<b>TDM</b>	Transportation Demand Management
<b>FORA</b>	Fort Ord Reuse Agency	<b>TRO</b>	Trip Reduction Ordinance
<b>GMI</b>	Gross Monthly Income	<b>TSM</b>	Transportation Systems Management
<b>HCD</b>	Housing and Community Development Department of the State of California	<b>UBC</b>	Uniform Building Code
<b>HUD</b>	U.S. Dept. of Housing and Urban Development	<b>UHC</b>	Uniform Housing Code
<b>JPA</b>	Joint Powers Authority	<b>WAVE</b>	Waterfront Area Visitors Express

## 11.2 TERMS

**Access/Egress** • The ability to enter a site from a roadway and exit a site onto a roadway by motorized vehicle.

**Acres, Gross** • The entire acreage of a site.

**Acres, Net** • The portion of a site, excluding public rights-of-way, private roads, and public open space, used for density calculations.

**Adverse Impact** • A negative consequence for the physical, social, or economic environment resulting from an action or project.

**Affordable Housing** • Housing capable of being purchased or rented by a household with very low, low, or moderate income, based on a household's ability to make monthly payments necessary to obtain housing. Housing is considered affordable when a household pays less than 25 percent of its gross monthly income (GMI) for housing including utilities.

**Agency** • The governmental entity, department, office, or administrative unit responsible for carrying out regulations.

**Air Pollution** • Concentrations of substances found in the atmosphere that exceed naturally occurring quantities and which are undesirable or harmful in some way.

**Ambient** • Surrounding on all sides; used to describe measurements of existing conditions with respect to traffic, noise, air and other environments.

**Annex, v.** • To incorporate a land area into an existing district or municipality, with a resulting change in the boundaries of the annexing jurisdiction.

**Appropriate** • An act, condition, or state that is considered suitable.

**Aquifer** • An underground, water-bearing layer of earth, porous rock, sand, or gravel, through which water can seep or be held in natural storage. Aquifers generally hold sufficient water to be used as a water supply.

**Archaeological** • Relating to the material remains of past human life, culture, or activities.

**Architectural Control; Architectural Review** • Regulations and procedures requiring the exterior design of structures to be suitable, harmonious, and in keeping with the general appearance, historic character, and/or style of surrounding areas. A process used

to exercise control over the design of buildings and their settings. (See "Design Review.")

**Area; Area Median Income** • As used in State of California housing law with respect to income eligibility limits established by the U.S. Department of Housing and Urban Development (HUD), "area" means metropolitan area or non-metropolitan county. In non-metropolitan areas, the "area median income" is the higher of the county median family income or the statewide non-metropolitan median family income.

**Arterial** • A roadway that is fed by local streets and collectors. Arterials connect to regional roadways and provide intra-city circulation routes.

**Assessment District** • (See "Benefit Assessment District.")

**Assisted Housing** • Generally multi-family rental housing, but sometimes single-family ownership units, whose construction, financing, sales prices, or rents have been subsidized by federal, state, or local housing programs including, but not limited to federal Section 8 (new construction, substantial rehabilitation, and loan management set-asides), federal Sections 213, 236, and 202, federal Section 221(d)(3) (below-market interest rate program), federal Section 101 (rent supplement assistance), CDBG, FmHA Section 515, multi-family mortgage revenue bond programs, local redevelopment and in lieu fee programs, and units developed pursuant to local inclusionary housing and density bonus programs. Housing Elements are required to address the preservation or replacement of assisted housing that is eligible to change to market rate housing by 2002.

**Attainment** • Complying with the State and federal ambient air quality standards within an air basin.

**Bed and Breakfast Inn** • Residential buildings used for limited occupancy visitor accommodations, which buildings were constructed at least 75 years prior to the date of application for such conversion.

**Below-market-rate (BMR)** • (1) Any housing unit specifically priced to be sold or rented to low- or moderate-income households for an amount less than the fair-market value of the unit. Both the State of California and the U.S. Department of Housing and Urban Development set standards for determining which households qualify as "low income" or "moderate income." (2) The financing of housing at less than prevailing interest rates.

**Benefit Assessment District** • An area within a public agency's boundaries that receives a special benefit from the construction of one or more public facilities. A Benefit Assessment District has no legal life of its own and cannot act by itself. It is strictly a financing mechanism for providing public infrastructure as allowed under the Streets and Highways Code. Bonds may be issued to finance the improvements, subject to repayment by assessments charged against the benefiting properties. Creation of a Benefit Assessment District enables property owners in a specific area to cause the construction of public facilities or to maintain them (for example, a downtown, or the grounds and landscaping of a specific area) by contributing their fair share of the construction and/or installation and operating costs.

**Bicycle Lane (Class II facility)** • Bicycles travel in a one-way striped lane on a street or expressway.

**Bicycle Path (Class I facility)** • Bicycles travel on a right of way completely separated from any street or highway.

**Bicycle Route (Class III facility)** • Bicycles share the road with pedestrians and motor vehicle traffic. Bike routes are marked only with signs.

**Bikeways** • The general term for any marked bicycle facility. The Caltrans Highway Design Manual designates three types of bikeways: bike path, bike lane, and bike route. Each has standards for width, signs, and pavement marking.

**Buffer Zone** • An area of land separating two distinct land uses that acts to soften or mitigate the effects of one land use on the other.

**Building** • Any structure used or intended for supporting or sheltering any use or occupancy.

**Buildout; Build-out** • Development of land to its full potential or theoretical capacity as permitted under current or proposed planning or zoning designations.

**California Environmental Quality Act (CEQA)** • A State law requiring State and local agencies to regulate activities with consideration for environmental protection. If a proposed activity has the potential for a significant adverse environmental impact, an Environmental Impact Report (EIR) must be prepared and certified as to its adequacy before taking action on the proposed project. General Plans require the preparation of a "program EIR."

**Caltrans** • California Department of Transportation.

**Capital Improvements Program (CIP)** • A program, administered by a city or county government and reviewed by its planning commission, which schedules permanent improvements, usually for a minimum of five years in the future, to fit the projected fiscal capability of the local jurisdiction. The program generally is reviewed annually, for conformance to and consistency with the General Plan.

**Carrying Capacity** • Used in determining the potential of an area to absorb development: (1) the level of land use, human activity, or development for a specific area that can be accommodated permanently without irreversible change in the quality of air, water, land, or plant and animal habitats. (2) The upper limits of development beyond which the quality of human life, health, welfare, safety, or community character within an area will be impaired. (3) The maximum level of development allowable under current zoning. (See "Buildout.")

**Census** • The official decennial enumeration of the population conducted by the federal government.

**Channelization** • (1) The straightening and/or deepening of a watercourse for purposes of storm-runoff control or ease of navigation. Channelization often includes lining of stream banks with a retaining material such as concrete. (2) At the intersection of roadways, the directional separation of traffic lanes through the use of curbs or raised islands that limit the paths that vehicles may take through the intersection.

**Character** (as used in historic preservation) • The aggregate of the elements of a building or district that makes it individual or unique.

**City** • City with a capital "C" generally refers to the government or administration of a city. City with a lower case "c" may mean any city, or may refer to the geographical area of a city (*e.g.*, the city's bikeway system.)

**Collector** • A roadway that carries traffic between local streets and the rest of the circulation system.

**Commercial** • A land use classification that permits facilities for the buying and selling of commodities and services.

**Community Development Block Grant (CDBG)** • A grant program administered by the U.S. Department of Housing and Urban Development



(HUD) on a formula basis for entitlement communities, and by the State Department of Housing and Community Development (HCD) for non-entitled jurisdictions. This grant allots money to cities and counties for housing rehabilitation and community development, including public facilities and economic development.

**Community Noise Equivalent Level (CNEL)** • A 24-hour energy equivalent level derived from a variety of single-noise events, with weighting factors of 5 and 10 dBA applied to the evening (7 PM to 10 PM) and nighttime (10 PM to 7 AM) periods, respectively, to allow for the greater sensitivity to noise during these hours.

**Community Park** • Land with full public access intended to provide recreation opportunities beyond those supplied by neighborhood parks. Community parks are larger in scale than neighborhood parks but are smaller than regional parks.

**Compatible** • Capable of existing together without conflict or detrimental effects.

**Condominium** • A structure of two or more units, the interior spaces of which are individually owned; the balance of the property (both land and building) is owned in common by the owners of the individual units.

**Congestion Management Plan (CMP)** • A mechanism employing growth management techniques, including traffic level of service requirements, standards for public transit, trip reduction programs involving transportation systems management and jobs/ housing balance strategies, and capital improvement programming, for the purpose of controlling and/or reducing the cumulative regional traffic impacts of development. State law requires all cities, and counties that include urbanized areas, to adopt and annually update a Congestion Management Plan.

**Conservation** • The management of natural resources to prevent waste, destruction, or neglect. The State mandates that a Conservation Element be included in the General Plan.

**Consistent** • Free from variation or contradiction. Programs in the General Plan are to be consistent, not contradictory or preferential. State law requires consistency between a General Plan and implementation measures such as the Zoning Ordinance.

**County** • County with a capital "C" generally refers to the government or administration of a county.

County with a lower case "c" may mean any county, or may refer to the geographical area of a county (*e.g.*, the county's road system.)

**Criterion** • A standard upon which a judgment or decision may be based. (See "Standards.")

**Critical Facility** • Facilities housing or serving many people, that are necessary in the event of an earthquake or flood, such as hospitals, fire, police, and emergency service facilities, utility "lifeline" facilities, such as water, electricity, and gas supply, sewage disposal, and communications and transportation facilities.

**dB** • Decibel; a unit used to express the relative intensity of a sound as it is heard by the human ear.

**dBA** • The "A-weighted" scale for measuring sound in decibels; weighs or reduces the effects of low and high frequencies in order to simulate human hearing. Every increase of 10 dBA doubles the perceived loudness though the noise is actually 10 times more intense.

**Dedication** • The turning over by an owner or developer of private land for public use, and the acceptance of land for such use by the governmental agency having jurisdiction over the public function for which it will be used. Dedications for roads, parks, school sites, or other public uses often are made conditions for approval of a development by a city or county.

**Dedication, In lieu of** • Cash payments that may be required of an owner or developer as a substitute for a dedication of land, usually calculated in dollars per lot, and referred to as in-lieu fees or in-lieu contributions.

**Deficiency Plan** • An action program to improve the level of service on the street and highway network of the Congestion Management Agency.

**Density, Residential** • The number of permanent residential dwelling units per acre of land. The Pacific Grove General Plan employs dwelling units per net acre as the measure of building intensity in residential land use districts. (See "Acres, Net.")

**Density Bonus** • The allocation of development rights that allow a parcel to accommodate additional square footage or additional residential units beyond the maximum for which the parcel is zoned, usually in exchange for the provision or preservation of an amenity at the same site or at another location. Under California law, a housing development that provides 20 percent of its units for lower income house-

holds, or 10 percent of its units for very low-income households, or 50 percent of its units for seniors, is entitled to a density bonus.

**Density, Control of** • A limitation on the occupancy of land. Density can be controlled through zoning in the following ways: use restrictions, minimum lot-size requirements, floor area ratios, land use-intensity ratios, setback and yard requirements, minimum house-size requirements, ratios comparing number and types of housing units to land area, limits on units per acre, and other means. Allowable density often serves as the major distinction between residential districts.

**Design Review; Design Control** • The comprehensive evaluation of a development and its impact on neighboring properties and the community as a whole, from the standpoint of site and landscape design, architecture, materials, colors, lighting, and signs, in accordance with a set of adopted criteria and standards. “Design Control” requires that certain specific things be done and that other things not be done. Design Control language is most often found within a zoning ordinance. “Design Review” usually refers to a system set up outside of the zoning ordinance, whereby projects are reviewed against certain standards and criteria by a specially established design review board or committee. (See “Architectural Control.”)

**Development** • The physical extension and/or construction of urban land uses. Development activities include: subdivision of land; construction or alteration of structures, roads, utilities, and other facilities; installation of septic systems; grading; deposit of refuse, debris, or fill materials; and clearing of natural vegetative cover (with the exception of agricultural activities). Routine repair and maintenance activities are exempted.

**Development Fee** • (See “Impact Fee.”)

**Development Rights** • The right to develop land by a land owner who maintains fee-simple ownership over the land or by a party other than the owner who has obtained the rights to develop. Such rights usually are expressed in terms of density allowed under existing zoning. For example, one development right may equal one unit of housing or may equal a specific number of square feet of gross floor area in one or more specified zone districts.

**Discourage, v.** • To advise or persuade to refrain from.

**Disability** • Physical or mental impairment that substantially limits one or more of the major life activities of an individual, or a record of such impairment, or being regarded as having such an impairment.

**Duplex** • A detached building under single ownership that is designed for occupation as the residence of two families living independently of each other.

**Dwelling Unit** • A room or group of rooms—including sleeping, eating, cooking, and sanitation facilities—that constitutes an independent house-keeping unit, occupied or intended for occupancy by one household on a long-term basis (*i.e.*, for more than 30 days.)

**Easement** • Usually the right to use property owned by another for specific purposes or to gain access to another property. For example, utility companies often have easements on the private property of individuals to be able to install and maintain utility facilities.

**Easement, Conservation** • A tool for acquiring open space with less than full-fee purchase, whereby a public agency buys only certain specific rights from the land owner. These may be positive rights (providing the public with the opportunity to hunt, fish, hike, or ride over the land) or they may be restrictive rights (limiting the uses to which the land owner may devote the land in the future.)

**Easement, Scenic** • A tool that allows a public agency to use an owner’s land for scenic enhancement, such as roadside landscaping or vista preservation.

**Ecology** • The interrelationship of living things to one another and their environment; the study of such interrelationships.

**Ecosystem** • An interacting system formed by a biotic community and its physical environment.

**Elderly** • As generally used in the Housing Chapter, persons 65 years of age and older. The City’s secondary housing unit ordinance defines seniors as persons 60 years of age and older. (See “Seniors.”)

**Emergency Shelter** • A facility that provides immediate and short-term housing and supplemental services for the homeless. Shelters come in many sizes, but an optimum size is considered to be 20 to 40 beds. Supplemental services may include food, counseling, and access to other social programs. (See “Homeless” and “Transitional Housing.”)



**Emission Standard** • The maximum amount of pollutant legally permitted to be discharged from a single source, either mobile or stationary.

**Encourage, v.** • To stimulate or foster a particular condition through direct or indirect action by the private sector or government agencies.

**Endangered Species** • A species of animal or plant is considered to be endangered when its prospects for survival and reproduction are in immediate jeopardy from one or more causes.

**Enhance, v.** • To improve existing conditions by increasing the quantity or quality of beneficial uses. (See "Protect.")

**Environment** • CEQA defines environment as "the physical conditions which exist within the area which will be affected by a proposed project, including land, air, water, mineral, flora, fauna, noise, and objects of historic or aesthetic significance."

**Environmental Impact Report (EIR)** • A report required of General Plans by the California Environmental Quality Act and which assesses all the environmental characteristics of an area and determines what effects or impacts will result if the area is altered or disturbed by a proposed action. (See "California Environmental Quality Act.")

**Erosion** • (1) The loosening and transportation of rock and soil debris by wind, rain, or running water. (2) The gradual wearing away of the upper layers of earth.

**Exaction** • A contribution or payment required as an authorized precondition for receiving a development permit; usually refers to mandatory dedication (or fee in lieu of dedication) requirements found in many subdivision regulations.

**Fair Market Rent** • The rent, including utility allowances, determined by the United States Department of Housing and Urban Development for purposes of administering the Section 8 Existing Housing Program.

**Family** • (1) Two or more persons related by birth, marriage, or adoption [U.S. Bureau of the Census]. (2) An individual or a group of persons living together who constitute a *bona fide* single-family housekeeping unit in a dwelling unit, not including a fraternity, sorority, club, or other group of persons occupying a hotel, lodging house or institution of any kind [California].

**Fault** • A fracture in the earth's crust forming a boundary between rock masses that have shifted.

**Feasible** • Capable of being done, executed, or managed successfully from the standpoint of the physical and/or financial abilities of the implementer(s).

**Feasible, Technically** • Capable of being implemented because the industrial, mechanical, or application technology exists.

**Finding(s)** • The result(s) of an investigation and the basis upon which decisions are made. Findings are used by government agents and bodies to justify action taken by the entity.

**Fire-resistive** • Able to withstand specified temperatures for a certain period of time, such as a one-hour fire wall; not fireproof.

**Floor Area, Gross** • The sum of the horizontal areas of the several floors of a building measured from the exterior face of exterior walls, or from the centerline of a wall separating two buildings, but not including any space where the floor-to-ceiling height is less than six feet.

**Floor Area Ratio (FAR)** • The gross floor area of all the building(s) on a site, minus the exclusions within the zone, divided by the area of the site. For example, on a site with 10,000 net sq. ft. of land area, a Floor Area Ratio of 1.0 will allow a maximum of 10,000 gross sq. ft. of building floor area to be built. On the same site, an FAR of 1.5 would allow 15,000 sq. ft. of floor area; an FAR of 2.0 would allow 20,000 sq. ft.; and an FAR of 0.5 would allow only 5,000 sq. ft. Exception: in the O and OSI designations, an average FAR is used for an entire land use district.

**Gateway** • A point along a roadway entering a city or county at which a motorist gains a sense of having left the environs and of having entered the city or county.

**General Plan** • A compendium of city or county policies regarding long-term development, in the form of maps and accompanying text. The General Plan is a legal document required of each local agency by the State of California Government Code Section 65301 and adopted by the City Council or Board of Supervisors. In California, the General Plan has seven mandatory elements (Circulation, Conservation, Housing, Land Use, Noise, Open Space, Safety and Seismic Safety) and may include any number of optional elements (such as Air Quality, Economic De-



velopment, Hazardous Waste, and Parks and Recreation). The General Plan may also be called a “City Plan,” “Com-prehensive Plan,” or “Master Plan.”

**Geological** • Pertaining to rock or solid matter.

**Goal** • A general, overall, and ultimate purpose, aim, or end toward which the City or County will direct effort.

**Groundshaking** • The vibration that radiates from the epicenter of an earthquake.

**Groundwater** • Water under the earth’s surface, often confined to aquifers capable of supplying wells and springs.

**Group Quarters** • Residential living arrangements—other than the usual house, apartment, or mobile home—in which two or more unrelated persons share living quarters and cooking facilities. Included are “institutional” group quarters, such as licensed residential care facilities for 25 or more persons and orphanages, and “non-institutional” group quarters, such as dormitories, shelters, and large boarding houses.

**Guidelines** • General statements of policy direction around which specific details may be later established.

**Habitat** • The physical location or type of environment in which an organism or biological population lives or occurs.

**Hazardous Material** • Any substance that, because of its quantity, concentration, or physical or chemical characteristics, poses a significant present or potential hazard to human health and safety or to the environment if released into the workplace or the environment. The term includes, but is not limited to, hazardous substances and hazardous wastes.

**Hidden Lot** • A parcel that contains more than one legal building site but only one dwelling unit.

**Historic; Historical** • An historic building or site is one that is noteworthy for its significance in local, state, or national history or culture, its architecture or design, or its works of art, memorabilia, or artifacts.

**Historic Preservation** • The preservation of historically significant structures and neighborhoods in order to facilitate restoration and rehabilitation of the building(s) to a former condition. (See “Preservation.”)

**Historic Resources Inventory** • The list of existing structures initiated in 1978 through a matching grant

from the State Office of Historic Preservation and adopted by the City of Pacific Grove. The list was updated by the Heritage Society and the City of Pacific Grove to include structures built prior to 1927.

**Home Occupation** • A commercial activity conducted solely by the occupants of a particular dwelling unit in a manner incidental to residential occupancy.

**Homeless** • Persons and families who lack a fixed, regular, and adequate nighttime residence. Includes those staying in temporary or emergency shelters or who are accommodated with friends or others with the understanding that shelter is being provided as a last resort. California Housing Element law, §65583(c)(1) requires all cities and counties to address the housing needs of the homeless. (See “Emergency Shelter” and “Transitional Housing.”)

**Household** • All those persons—related or unrelated—who occupy a single housing unit. (See “Family.”)

**Householder** • The head of a household.

**Households, Number of** • The count of all year-round housing units occupied by one or more persons. The concept of *household* is important because the formation of new households generates the demand for housing. Each new household formed creates the need for one additional housing unit or requires that one existing housing unit be shared by two households. Thus, household formation can continue to take place even without an increase in population, thereby increasing the demand for housing.

**Housing and Community Development Department of the State of California (HCD)** • The State agency that has principal responsibility for assessing, planning for, and assisting communities to meet the needs of low- and moderate-income households.

**Housing Element** • Article 10.6 of the California Government Code requires each city and county to prepare and maintain a current Housing Element as part of the community’s General Plan in order to attain a statewide goal of providing “decent housing and a suitable living environment for every California family.” Under State law, Housing Elements must be updated every five years.

**Housing Authority, Local (LHA)** • Local housing agency established in State law, subject to local activation and operation. Originally intended to manage certain federal subsidies, but vested with broad pow-

ers to develop and manage other forms of affordable housing.

**Housing Unit** • The place of permanent or customary abode of a person or family. A housing unit may be a single-family dwelling, a multi-family dwelling, a condominium, a modular home, a mobile home, a co-operative, or any other residential unit considered real property under State law. A housing unit has, at least, cooking facilities, a bathroom, and a place to sleep. (See “Dwelling Unit,” “Mobile Home,” “Family,” and “Household.”)

**Impact** • The effect of any direct actions by humans or indirect repercussions of such actions on existing physical, social, or economic conditions.

**Impact Fee** • A fee, also called a development fee, levied on the developer of a project by a city, county, or other public agency as compensation for otherwise-unmitigated impacts the project will produce. California Government Code Section 66000, *et seq.*, specifies that development fees shall not exceed the estimated reasonable cost of providing the service for which the fee is charged. To lawfully impose a development fee, the public agency must verify its method of calculation and document proper restrictions on use of the fund.

**Implementation** • Actions, procedures, programs, or techniques that carry out policies.

**Improvement** • The addition of one or more structures or utilities on a parcel of land.

**Industrial** • The manufacture, production, and processing of consumer goods. Industrial is often divided into “heavy industrial” uses, such as construction yards, quarrying, and factories; and “light industrial” uses, such as research and development and less intensive warehousing and manufacturing.

**Infill Development** • Development of vacant land (usually individual lots or left-over properties) within areas that are already largely developed.

**Infrastructure** • Public services and facilities, such as sewage-disposal systems, water-supply systems, other utility systems, and roads.

**In-lieu Fee** • (See “Dedication, In lieu of.”)

**Institutional Use** • (1) Publicly or privately owned and operated activities such as hospitals, museums, and schools; (2) churches and other religious organizations; and (3) other nonprofit activities of a welfare, educational, or philanthropic nature that can not be

considered a residential, commercial, or industrial activity.

**Inter-agency** • Indicates cooperation between or among two or more discrete agencies in regard to a specific program.

**Integrity** (as used in historic preservation) • The authenticity of a property’s historic identity, evidenced by the survival of physical characteristics that existed during the property’s historic period.

**Intensity, Building** • In the Pacific Grove General Plan, standards of building intensity for residential uses are stated as the allowable range of dwelling units per net acre. Standards of building intensity for non-residential uses are stated as maximum floor area ratios (FARs).

**Issues** • Important unsettled community matters or problems that are identified in a community’s General Plan and dealt with by the plan’s goals, objectives, policies, plan proposals, and implementation programs.

**Joint Powers Authority (JPA)** • A legal arrangement that enables two or more units of government to share authority in order to plan and carry out a specific program or set of programs that serves both units.

**Landslide** • A general term for a falling mass of soil or rocks.

**Land Use** • The occupation or utilization of land or water area for any human activity or any purpose defined in the General Plan.

**Land Use Classification** • A system for classifying and designating the appropriate use of properties.

**Land Use Element** • A required element of the General Plan that uses text and maps to designate the future use or reuse of land within a given jurisdiction’s planning area. The land use element serves as a guide to the structuring of zoning and subdivision controls, urban renewal and capital improvements programs, and to official decisions regarding the distribution and intensity of development and the location of public facilities and open space. (See “Mandatory Element.”)

**Land Use Regulation** • A term encompassing the regulation of land in general and often used to mean those regulations incorporated in the General Plan, as distinct from zoning regulations (which are more specific).



**$L_{dn}$**  • Day-Night Average Sound Level. The A-weighted average sound level for a given area (measured in decibels) during a 24-hour period with a 10 dB weighting applied to night-time sound levels. The  $L_{dn}$  is approximately numerically equal to the CNEL for most environmental settings.

**$L_{eq}$**  • The energy equivalent level, defined as the average sound level on the basis of sound energy (or sound pressure squared). The  $L_{eq}$  is a “dosage” type measure and is the basis for the descriptors used in current standards, such as the 24-hour CNEL used by the State of California.

**Level of Service (LOS)** • A qualitative measure describing operational conditions within a traffic stream, and their perception by motorists and/or passengers. A level of service definition generally describes these conditions in terms of such factors as speed and travel time, freedom to maneuver, traffic interruptions, comfort and convenience, and safety. The Highway Capacity Manual specifies six levels of service for each type of facility for which it provides analysis procedures. The levels of service are given letter designations, from A to F, with LOS A representing the best operating conditions and LOS F representing the worst. Generally, LOS F occurs when demand on the facility exceeds its capacity.

**Liquefaction** • The loss of soil strength due to seismic forces acting on water-saturated granular soils. A type of ground failure that can occur during an earthquake.

**Local Agency Formation Commission (LAFCO)** • A five- or seven-member commission within each county that reviews and evaluates all proposals for formation of special districts, incorporation of cities, annexation to special districts or cities, consolidation of districts, and merger of districts with cities. Each county’s LAFCO is empowered to approve, disapprove, or conditionally approve such proposals. The LAFCO members generally include two county supervisors, two city council members, and one member representing the general public. Some LAFCOs include two representatives of special districts.

**Local Coastal Program (LCP)** • A local government’s (a) land use plans, (b) zoning ordinances, (c) zoning district maps, and (d) within sensitive coastal resources areas, other implementing actions, which, when taken together, meet the requirements of, and implement the provisions and policies of, the California Coastal Act of 1976 at the local level.

**Local Coastal Program Land Use Plan (LUP)** • The relevant portion of a local government’s General Plan, or local coastal element which are sufficiently detailed to indicate the kinds, location, and intensity of land uses, the applicable resource protection and development policies and, where necessary, a listing of implementing actions.

**Low-income Household** • A household with an annual income usually no greater than 80 percent of the area median family income adjusted by household size, as determined by a survey of incomes conducted by a city or a county, or in the absence of such a survey, based on the latest available eligibility limits established by the U.S. Department of Housing and Urban Development (HUD) for the Section 8 housing program. (See “Area.”)

**$L_{10}$**  • A statistical descriptor indicating peak noise levels—the sound level exceeded 10 percent of the time. It is a commonly used descriptor of community noise, and has been used in Federal Highway Administration standards and the standards of some cities and counties.

**Maintain, v.** • To keep in an existing state. (See “Preserve, v.”)

**Mandatory Element** • A component of the General Plan mandated by State law. California State law requires that a General Plan include elements dealing with seven subjects—circulation, conservation, housing, land use, noise, open space, and safety—and specifies to various degrees the information to be incorporated in each element. (See “Land Use Element.”)

**May** • That which is permissible.

**Mean Sea Level** • The average altitude of the sea surface for all tidal stages.

**Median Strip** • The dividing area, either paved or landscaped, between opposing lanes of traffic on a roadway.

**Mineral Resource** • Land on which known deposits of commercially viable mineral or aggregate deposits exist. This designation is applied to sites determined by the State Division of Mines and Geology as being a resource of regional significance, and is intended to help maintain the quarrying operations and protect them from encroachment of incompatible land uses.

**Minimize, v.** • To reduce or lessen, but not necessarily to eliminate.



**Mining** • The act or process of extracting resources, such as coal, oil, or minerals, from the earth.

**Mitigate, v.** • To ameliorate, alleviate, or avoid to the extent reasonably feasible.

**Mixed-use** • Properties on which various uses, such as office, commercial, institutional, and residential, are combined in a single building or on a single site in an integrated development project with significant functional interrelationships and a coherent physical design. A “single site” may include contiguous properties.

**Mobile Home** • A structure, transportable in one or more sections, built on a permanent chassis and designed for use as a single-family dwelling unit and which (1) has a minimum of 400 square feet of living space; (2) has a minimum width in excess of 102 inches; (3) is connected to all available permanent utilities; and (4) is tied down (a) to a permanent foundation on a lot either owned or leased by the homeowner or (b) is set on piers, with wheels removed and skirted, in a mobile home park.

**Moderate-income Household** • A household with an annual income between the lower income eligibility limits and 120 percent of the area median family income adjusted by household size, usually as established by the U.S. Department of Housing and Urban Development (HUD) for the Section 8 housing program. (See “Area” and “Low-income Household.”)

**Must** • That which is mandatory.

**National Ambient Air Quality Standards** • The prescribed level of pollutants in the outside air that cannot be exceeded legally during a specified time in a specified geographical area.

**National Register of Historic Places** • The official list, established by the National Historic Preservation Act, of sites, districts, buildings, structures, and objects significant in the nation’s history or whose artistic or architectural value is unique.

**Need** • A condition requiring supply or relief. The City or County may act upon findings of need within or on behalf of the community.

**Neighborhood Park** • City- or county-owned land intended to serve the recreation needs of people living or working within one-half mile radius of the park.

**Noise** • Any sound that is undesirable because it interferes with speech and hearing, or is intense enough

to damage hearing, or is otherwise annoying. Noise, simply, is “unwanted sound.”

**Noise Attenuation** • Reduction of the level of a noise source using a substance, material, or surface, such as earth berms and/or solid concrete walls.

**Noise Contour** • A line connecting points of equal noise level as measured on the same scale. Noise levels greater than the 60 L<sub>dn</sub> contour (measured in dBA) require noise attenuation in residential development.

**Non-attainment** • The condition of not achieving a desired or required level of performance. Frequently used in reference to air quality.

**Nonconforming Use** • A use that was valid when brought into existence, but by subsequent regulation becomes no longer conforming. “Nonconforming use” is a generic term and includes (1) nonconforming structures (by virtue of size, type of construction, location on land, or proximity to other structures), (2) nonconforming use of a conforming building, (3) nonconforming use of a nonconforming building, and (4) nonconforming use of land. Thus, any use lawfully existing on any piece of property that is inconsistent with a new or amended General Plan, and that in turn is a violation of a zoning ordinance amendment subsequently adopted in conformance with the General Plan, will be a nonconforming use. Typically, nonconforming uses are permitted to continue, subject to certain restrictions.

**Objective** • A specific statement of desired future condition toward which the City or County will expend effort in the context of striving to achieve a broader goal. An objective should be achievable and, where possible, should be measurable and time-specific. The State Government Code (§65302) requires that General Plans spell out the “objectives,” principles, standards, and proposals of the General Plan. “The addition of 100 units of affordable housing by 1995” is an example of an objective.

**Office Use** • The use of land by general business offices, medical and professional offices, administrative or headquarters offices for large wholesaling or manufacturing operations, and research and development.

**Open Space Land** • Any parcel or area of land or water that is essentially unimproved and devoted to an open space use for the purposes of (1) the preservation of natural resources, (2) the managed production

of resources, (3) outdoor recreation, or (4) public health and safety.

**Ordinance** • A law or regulation set forth and adopted by a governmental authority, usually a city or county.

**Ozone** • A tri-atomic form of oxygen (O<sub>3</sub>) created naturally in the upper atmosphere by a photochemical reaction with solar ultraviolet radiation. In the lower atmosphere, ozone is a recognized air pollutant that is not emitted directly into the environment, but is formed by complex chemical reactions between oxides of nitrogen and reactive organic compounds in the presence of sunlight, and becomes a major agent in the formation of smog.

**Para-transit** • Refers to transportation services that operate vehicles, such as buses, jitneys, taxis, and vans for senior citizens, and/or mobility-impaired.

**Parks** • Open space lands whose primary purpose is recreation. (See “Open Space Land,” “Community Park,” and “Neighborhood Park.”)

**Peak Hour/Peak Period** • For any given roadway, a daily period during which traffic volume is highest, usually occurring in the morning and evening commute periods. Where “F” Levels of Service are encountered, the “peak hour” may stretch into a “peak period” of several hours’ duration.

**Planned Unit Development (PUD)** • A proposed unified development, consisting at a minimum of a map and adopted ordinance setting forth the regulations governing, and the location and phasing of all proposed uses and improvements to be included in the development.

**Planning and Research, Office of (OPR)** • A governmental division of the State of California that has among its responsibilities the preparation of a set of guidelines for use by local jurisdictions in drafting General Plans.

**Planning Area** • The Planning Area is the land area addressed by the General Plan. The Planning Area encompasses land within the city limits and land contiguous to the city in which development is considered to directly impact the City of Pacific Grove. (See Figure 1-2, Chapter 1, page 3.)

**Planning Commission** • A body, usually having five or seven members, created by a city or county in compliance with California law (§65100) which requires the assignment of the planning functions of the city or county to a planning department, planning

commission, hearing officers, and/or the legislative body itself, as deemed appropriate by the legislative body.

**Policy** • A specific statement of principle or of guiding actions that implies clear commitment but is not mandatory. A general direction that a governmental agency sets to follow, in order to meet its goals and objectives before undertaking an action program. (See “Program.”)

**Pollutant** • Any introduced gas, liquid, or solid that makes a resource unfit for its normal or usual purpose.

**Pollution** • The presence of matter or energy whose nature, location, or quantity produces undesired environmental effects.

**Poverty Level** • As used by the U.S. Census, families and unrelated individuals are classified as being above or below the poverty level based on a poverty index that provides a range of income cutoffs or “poverty thresholds” varying by size of family, number of children, and age of householder. The income cutoffs are updated each year to reflect the change in the Consumer Price Index.

**Preserve, v.** • To keep safe from destruction or decay; to maintain or keep intact. (See “Maintain.”)

**Preservation** (as used in historic preservation) • The process of sustaining the form and extent of a structure essentially as it exists. Preservation aims at halting further deterioration and providing structural stability but does not contemplate significant rebuilding. (See “Historic Preservation.”)

**Principle** • An assumption, fundamental rule, or doctrine that will guide General Plan policies, proposals, standards, and implementation measures. The State Government Code (§65302) requires that General Plans spell out the objectives, “principles,” standards, and proposals of the General Plan. “Adjacent land uses should be compatible with one another” is an example of a principle.

**Private Road, Private Street** • A way for motor vehicle traffic not dedicated as a public street, which is used for ingress to or egress from one or more lots, and which is privately maintained. Usually, the owner posts a sign indicating that the street is private property and limits traffic in some fashion. For purposes of density calculations, aisles within and driveways serving private parking lots are not considered private roads.



**Program** • An action, activity, or strategy carried out in response to adopted policy to achieve a specific goal or objective. Policies and programs establish the “who,” “how” and “when” for carrying out the “what” and “where” of goals and objectives.

**Protect, v.** • To maintain and preserve beneficial uses in their present condition as nearly as possible. (See “Enhance.”)

**Public and Quasi-public Facilities** • Institutional, academic, governmental and community service uses, either publicly owned or operated by non-profit organizations.

**Rare or Endangered Species** • A species of animal or plant listed in: Sections 670.2 or 670.5, Title 14, California Administrative Code; or Title 50, Code of Federal Regulations, Section 17.11 or Section 17.2, pursuant to the Federal Endangered Species Act designating species as rare, threatened, or endangered.

**Ravelling** • An erosion process in which the soil surface crumbles and falls away.

**Recognize, v.** • To officially (or by official action) identify or perceive a given situation.

**Reconstruction** (as used in historic preservation) • The process of reproducing by new construction the exact form and detail of a vanished structure, or part thereof, as it appeared during a specific period of time. Reconstruction should be undertaken only when the property to be reconstructed is essential for understanding and interpreting the value of an historic district and sufficient documentation exists to insure an exact reproduction of the original. (See “Historic Preservation.”)

**Recreation, Active** • A type of recreation or activity that requires the use of organized play areas including, but not limited to, softball, baseball, football and soccer fields, tennis and basketball courts and various forms of children’s play equipment.

**Recreation, Passive** • A type of recreation or activity that does not require the use of organized play areas.

**Recycle, v.** • The process of extraction and reuse of materials from waste products.

**Redevelop, v.** • To demolish existing buildings; or to increase the overall floor area existing on a property; or both; irrespective of whether a change occurs in land use.

**Regional** • Pertaining to activities or economies at a scale greater than that of a single jurisdiction, and affecting a broad geographic area.

**Regional Housing Needs Plan** • A quantification by a COG or by HCD of existing and projected housing need, by household income group, for all localities within a region.

**Regional Park** • A park typically 150-500 acres in size focusing on activities and natural features not included in most other types of parks and often based on a specific scenic or recreational opportunity.

**Regulation** • A rule or order prescribed for managing government. Zoning and subdivision ordinances are largely made up of definitions, procedures, standards, and regulations.

**Rehabilitation** • (1) The repair, preservation, and/or improvement of substandard housing; (2) as used in historic preservation: the process of returning a property to a state of utility through repair or alteration which makes possible an efficient contemporary use while preserving those portions or features of the property that are significant to its historical, architectural, and cultural values. (See “Historic Preservation.”)

**Remodeling** (as used in historic preservation) • Making over or rebuilding all or part of an historic structure in a way that does not necessarily preserve its historical, architectural, and cultural features and character. (See “Historic Preservation.”)

**Residential** • Land designated in the City or County General Plan and zoning ordinance for buildings consisting only of dwelling units. May be improved, vacant, or unimproved. (See “Dwelling Unit.”)

**Residential, Multi-family** • Usually three or more dwelling units on a single site, which may be in the same or separate buildings.

**Residential, Single-family** • A single dwelling unit on a building site.

**Residential Care Facility** • A facility that provides 24-hour care and supervision to its residents.

**Restoration** (as used in historic preservation) • The process of returning a building to a documented prior condition. (See “Historic Preservation.”)

**Restrict, v.** • To check, bound, or decrease the range, scope, or incidence of a particular condition.



**Retrofit, v.** • To add materials and/or devices to an existing building or system to improve its operation or efficiency.

**Rezoning** • An amendment to the map and/or text of a zoning ordinance to effect a change in the nature, density, or intensity of uses allowed in a zoning district and/or on a designated parcel or land area.

**Richter Scale** • A measure of the size or energy release of an earthquake at its source. The scale is logarithmic: the wave amplitude of each number on the scale is 10 times greater than that of the previous whole number.

**RIDES** • A transportation program for persons with disabilities unable to use Monterey-Salinas Transit buses.

**Rideshare** • A travel mode other than driving alone, such as buses, rail transit, carpools, and vanpools.

**Right-of-way** • A strip of land occupied or intended to be occupied by certain transportation and public use facilities, such as roadways, railroads, and utility lines.

**Rilling** • An erosion process in which numerous small channels only several inches deep are formed.

**Riparian Lands** • Riparian lands are comprised of the vegetative and wildlife areas adjacent to perennial and intermittent streams. Riparian areas are delineated by the existence of plant species normally found near freshwater.

**Risk** • The danger or degree of hazard or potential loss.

**Runoff** • That portion of rain or snow that does not percolate into the ground and is discharged into streams instead.

**Sanitary Sewer** • A system of subterranean conduits that carries refuse liquids or waste matter to a plant where the sewage is treated, as contrasted with storm drainage systems (that carry surface water) and septic tanks or leech fields (that hold refuse liquids and waste matter on-site).

**Scenic Highway/Scenic Route** • A highway, road, drive, or street that, in addition to its transportation function, provides opportunities for the enjoyment of natural and man-made scenic resources and access or direct views to areas or scenes of exceptional beauty or historic or cultural interest. The aesthetic values of scenic routes often are protected and enhanced by

regulations governing the development of property or the placement of outdoor advertising.

**Second Unit** • A self-contained living unit, either attached to or detached from, and in addition to, the primary residential unit on a single lot.

**Section 8 Rental Assistance Program** • A federal (HUD) rent-subsidy program that is one of the main sources of federal housing assistance for low-income households. The program operates by providing “housing assistance payments” to owners, developers, and public housing agencies to make up the difference between the “Fair Market Rent” of a unit (set by HUD) and the household’s contribution toward the rent, which is calculated at 30 percent of the household’s adjusted gross monthly income (GMI). “Section 8” includes programs for new construction, existing housing, and substantial or moderate housing rehabilitation.

**Seismic** • Caused by or subject to earthquakes or earth vibrations.

**Seniors** • Persons age 60 and older. (See “Elderly.”)

**Shall** • That which is obligatory or necessary.

**Shared Living** • The occupancy of a dwelling unit by persons of more than one family in order to reduce housing expenses and provide social contact, mutual support, and assistance. Shared living facilities serving six or fewer persons are permitted in all residential districts by §1566.3 of the California Health and Safety Code.

**Shopping Center** • A group of commercial establishments, planned, developed, owned, or managed as a unit, with common off-street parking provided on the site.

**Should** • Signifies a directive to be honored if at all possible.

**Significance** • As used in historic preservation, a term ascribed to buildings, sites, objects, or districts that possess exceptional value or quality in illustrating or interpreting the cultural heritage of the community when evaluated in relationship to other properties and property types within a specific historic theme, period, and geographical setting. A principal test of significance for historic property is integrity. (See “Historic Preservation.”)

**Siltation** • (1) The accumulating deposition of eroded material. (2) The gradual filling in of streams and other bodies of water with sand, silt, and clay.

**Single-family Dwelling** • A dwelling unit occupied or intended for occupancy by only one household.

**Slope** • Land gradient described as the vertical rise divided by the horizontal run, and expressed in percent.

**Soil** • The unconsolidated material on the immediate surface of the earth created by natural forces that serves as natural medium for growing land plants.

**Solar Access** • The provision of direct sunlight to an area specified for solar energy collection when the sun's azimuth is within 45 degrees of true south.

**Solid Waste** • General category that includes organic wastes, paper products, metals, glass, plastics, cloth, brick, rock, soil, leather, rubber, yard wastes, and wood. Organic wastes and paper products comprise about 75 percent of typical urban solid waste.

**Specific Plan** • Under Article 8 of the Government Code (§65450 *et seq.*), a legal tool for detailed design and implementation of a defined portion of the area covered by a General Plan. A specific plan may include all detailed regulations, conditions, programs, and/or proposed legislation that may be necessary or convenient for the systematic implementation of any General Plan element(s).

**Sphere of Influence** • The probable ultimate physical boundaries and service area of a city or district as approved by the Local Agency Formation Commission (LAFCo) of the County.

**Standards** • (1) A rule or measure establishing a level of quality or quantity that must be complied with or satisfied. The State Government Code (§65302) requires that General Plans spell out the objectives, principles, "standards," and proposals of the general plan. Examples of standards might include the number of acres of park land per 1,000 population that the community will attempt to acquire and improve, or the "traffic level of service" (LOS) that the plan hopes to attain. (2) Requirements in a zoning ordinance that govern building and development as distinguished from use restrictions—for example, site-design regulations such as lot area, height limit, frontage, landscaping, and floor area ratio.

**Storm Runoff** • Surplus surface water generated by rainfall that does not seep into the earth but flows overland to flowing or stagnant bodies of water.

**Street Furniture** • Those features associated with a street that are intended to enhance that street's physical

character and use by pedestrians, such as benches, trash receptacles, kiosks, lights, newspaper racks.

**Street Tree Plan** • A comprehensive plan for all trees on public streets that sets goals for solar access, and standards for species selection, maintenance, and replacement criteria, and for planting trees in patterns that will define neighborhood character while avoiding monotony or maintenance problems.

**Subdivision** • The division of a tract of land into defined lots, either improved or unimproved, which can be separately conveyed by sale or lease, and which can be altered or developed. "Subdivision" includes a condominium project as defined in Section 1350 of the California Civil Code and a community apartment project as defined in Section 11004 of the Business and Professions Code.

**Subdivision Map Act** • Division 2 (Sections 66410 *et seq.*) of the California Government code, this act vests in local legislative bodies the regulation and control of the design and improvement of subdivisions, including the requirement for tentative and final maps. (See "Subdivision.")

**Subsidize** • To assist by payment of a sum of money or by the granting of terms or favors that reduce the need for monetary expenditures. Housing subsidies may take the forms of mortgage interest deductions or tax credits from federal and/or state income taxes, sale or lease at less than market value of land to be used for the construction of housing, payments to supplement a minimum affordable rent, and the like.

**Substandard Housing** • Residential dwellings that, because of their physical condition, do not provide safe and sanitary housing.

**Substantial** • Considerable in importance, value, degree, or amount.

**Telecommuting** • A work arrangement in which the worker stays at home or in a location other than the primary place of work, and communicates with the workplace via telephone lines. The use of modems, fax machines, and other electronic devices in conjunction with computers allows workers in some fields to "commute" to work electronically.

**Topography** • Configuration of a surface, including its relief and the position of natural and man-made features.

**Transit** • The conveyance of persons or goods from one place to another by means of a local, public transportation system.



**Transit, Public** • A system of regularly-scheduled buses and/or trains available to the public on a fee-per-ride basis. Also called “Mass Transit.”

**Transitional Housing** • Shelter provided to the homeless for an extended period, often as long as 18 months, and generally integrated with other social services and counseling programs to assist in the transition to self-sufficiency through the acquisition of a stable income and permanent housing. (See “Homeless” and “Emergency Shelter.”)

**Transportation Demand Management (TDM)** • A strategy aimed at meeting transportation needs by changing demand patterns. TDM actions include shifting trips away from single-occupant driving to transit, car/vanpooling, walking, and bicycling; shifting trips to hours when there is more capacity; or even reducing overall demand for travel through computer technology and planned mixed-use developments. TDM can be an element of TSM (see below).

**Transportation Systems Management (TSM)** • The philosophy of improving the transportation system by managing it more effectively, rather than simply investing in costly roadway and parking expansion improvements. TSM measures are characterized by their low cost and quick implementation time frame, such as ride-sharing promotion; improvements in local bus fares, routes, and schedules; bicycle paths; pedestrian separations; curb-parking restrictions; and bus-stop relocation.

**Trees, Street** • Trees strategically planted—usually in parkway strips, medians, or along streets—to enhance the visual quality of a street.

**Trip** • A one-way journey that proceeds from an origin to a destination via a single mode of transportation; the smallest unit of movement considered in transportation studies. Each trip has one “production end,” (or origin—often from home, but not always), and one “attraction end,” (destination).

**Trip Generation** • The dynamics that account for people making trips in automobiles or by means of public transportation. Trip generation is the basis for estimating the level of use for a transportation system and the impact of additional development or transportation facilities on an existing, local transportation system. Trip generations of households are correlated with destinations that attract household members for specific purposes.

**Truck Route** • A path of circulation required for all vehicles exceeding set weight or axle limits, a truck

route follows major arterials through commercial or industrial areas and avoids sensitive areas.

**Tsunami** • A large ocean wave generated by an earthquake in or near the ocean.

**Underutilized Parcel** • A parcel that is not developed to its full zoning potential.

**Uniform Building Code (UBC)** • A national, standard building code that sets forth minimum standards for construction.

**Uniform Housing Code (UHC)** • State housing regulations governing the condition of habitable structures with regard to health and safety standards, and which provide for the conservation and rehabilitation of housing in accordance with the Uniform Building Code (UBC).

**Urban Design** • The attempt to give form, in terms of both beauty and function, to selected urban areas or to whole cities. Urban design is concerned with the location, mass, and design of various urban components and combines elements of urban planning, architecture, and landscape architecture.

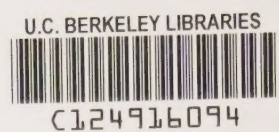
**Use** • The purpose for which a lot or structure is or may be leased, occupied, maintained, arranged, designed, intended, constructed, erected, moved, altered, and/or enlarged in accordance with the City or County zoning ordinance and General Plan land use designations.

**Use, Nonconforming** • (See “Nonconforming Use.”)

**Use Permit** • A discretionary land use entitlement designed to provide some flexibility from the strict terms of zoning regulations, issued to a property owner and allowing a particular use or activity not allowed as a matter of right, requiring a finding that the use will not be detrimental to the neighborhood or to the city.

**Variance** • A discretionary land use entitlement designed to provide some flexibility from the strict terms of zoning regulations, issued to a property owner and allowing deviation(s) from the development standards otherwise applicable to property, requiring findings that there were special circumstances applicable to the property, that the entitlement is necessary to allow the owner to exercise substantial rights, and that the approval will not result in detriment to the neighborhood or to the city.





**Very Low-income Household** • A household with an annual income usually no greater than 50 percent of the area median family income adjusted by household size, as determined by a survey of incomes conducted by a city or a county, or in the absence of such a survey, based on the latest available eligibility limits established by the U.S. Department of Housing and Urban Development (HUD) for the Section 8 housing program. (See “Area.”)

**View Corridor** • The line of sight—identified as to height, width, and distance—of an observer looking toward an object of significance to the community (*e.g.*, ridge line, river, historic building, etc.); the route that directs the viewer’s attention.

**Volume-to-capacity Ratio** • The ratio found by dividing the volume of traffic by the capacity of the intersection. Volume is determined by counting vehicles; capacity is determined by applying standards based on size and type of intersection.

**Wastewater Irrigation** • The process by which wastewater that has undergone primary treatment is used to irrigate land.

**Wetlands** • Transitional areas between terrestrial and aquatic systems where the water table is usually at or near the surface, or the land is covered by shallow water. Under a “unified” methodology now used by all federal agencies, wetlands are defined as “those areas meeting certain criteria for hydrology, vegetation, and soils.”

**Zoning** • The division of a city or county by legislative regulations into areas, or zones, that specify allowable uses for real property and size restrictions for buildings within these areas; a program that implements policies of the General Plan.

**Zoning District** • A designated section of a city or county for which prescribed land use requirements and building and development standards are uniform.

**Zoning Map** • Government Code §65851 permits a legislative body to divide a county, a city, or portions thereof, into zones of the number, shape, and area it deems best suited to carry out the purposes of the zoning ordinance. These zones are delineated on a map or maps, called the Zoning Map.



